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DEPARTMENT OF TRANSPORTATION AND RELATED AGENCIES APPROPRIATION BILL, 1989

JULY 6, 1988.—Ordered to be printed

Mr. LAUTENBERG, from the Committee on Appropriations, submitted the following

REPORT

[To accompany H.R. 4794]

The Committee on Appropriations, to which was referred the bill (H.R. 4794) making appropriations for the Department of Transportation and related agencies for the fiscal year ending September 30, 1989, and for other purposes, reports to the Senate with various amendments, and presents herewith information relative to the changes recommended.

AMOUNTS OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1989

Amount of bill passed by the House	$10,802,190,569
Amount of bill as reported to Senate	10,561,846,569
Amount of budget estimates, 1989	8,777,912,569
Fiscal year 1988, enacted	10,601,455,000

S183-13

CONTENTS

SUMMARY OF MAJOR RECOMMENDATIONS

	Page
Summary of major recommendations	5
Total obligational authority	5

TITLE I: DEPARTMENT OF TRANSPORTATION

OFFICE OF THE SECRETARY

Salaries and expenses	6
Transportation planning, research, and development	9
Limitation on Working Capital Fund	11
Payments to air carriers	11

COAST GUARD

Operating expenses	14
Acquisition, construction, and improvements	18
Alteration of bridges	22
Retired pay	22
Reserve training	23
Research, development, test, and evaluation	24
Offshore Oil Pollution Compensation Fund	24
Deepwater Port Liability Fund	25
Boat safety	25

FEDERAL AVIATION ADMINISTRATION

Headquarters administration	29
Operations	33
Facilities and equipment	40
Research, engineering, and development	49
Grants-in-aid for airports	52
Aircraft Purchase Loan Guarantee Program	59

FEDERAL HIGHWAY ADMINISTRATION

Limitation on general operating expenses	60
Highway safety research and development	63
Highway-related safety grants	63
Railroad-highway crossings demonstration projects	64
Federal-aid highways	64
Interstate transfer grants—Highways	65
Right-of-way Revolving Fund	68
Motor carrier safety	69
Motor carrier safety grants	70
Access highways to public recreation areas on certain lakes	72
Baltimore-Washington Parkway	72

Page

Waste isolation pilot project roads ... 73
Expressway gap closing demonstration project ... 73
Intermodal urban demonstration project ... 73
Highway safety and economic development demonstration projects ... 74
Airport access demonstration project ... 74
Highway safety improvement demonstration project ... 74
Highway-railroad grade crossing safety demonstration project ... 75
Nuclear waste transportation safety demonstration project ... 75
Highway widening demonstration project ... 75
Bridge improvement demonstration project ... 76
Highway widening and improvement demonstration project ... 76
Intersection safety demonstration project ... 76
Highway capacity improvement demonstration project ... 76
Climbing lane safety demonstration project ... 77
Indiana industrial corridor safety demonstration project ... 77
Utah pedestrian safety demonstration project ... 77
Oklahoma highway widening demonstration project ... 77
Alabama highway bypass demonstration project ... 78
Kentucky bridge demonstration project ... 78
Virginia HOV safety demonstration project ... 78
Urban highway corridor demonstration project ... 78
Urban airport access safety demonstration project ... 78
Corridor safety improvement project ... 79
Bridge capacity improvements ... 79
Corridor H improvement project ... 79
Road extension demonstration ... 80
Bridge restoration ... 80
Reservation road ... 80
Vehicular and pedestrian safety demonstration project ... 81
Highway bridge relocation demonstration project ... 81
Highway bypass demonstration project ... 81
Traffic improvement demonstration project ... 81

NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

Operations and research ... 83
Highway traffic safety grants ... 86

FEDERAL RAILROAD ADMINISTRATION

Office of the Administrator ... 88
Railroad safety ... 91
Railroad research and development ... 92
Northeast Corridor Improvement Program ... 93
Grants to the National Railroad Passenger Corporation (Amtrak) ... 94
Railroad rehabilitation and improvement financing funds ... 96
Redeemable preference shares ... 96
Settlements of railroad litigation ... 97
Conrail commuter transition assistance ... 97

URBAN MASS TRANSPORTATION ADMINISTRATION

Administrative expenses ... 98
Research, training, and human resources ... 100
Formula grants ... 101
Formula transit grants ... 102

Page

Discretionary grants 103
Mass transit capital fund 110
Interstate transfer grants-transit 110
Washington Metro 111

ST. LAWRENCE SEAWAY DEVELOPMENT CORPORATION

Limitation on administrative expenses 112
Operations and maintenance 112

RESEARCH AND SPECIAL PROGRAMS ADMINISTRATION

Research and special programs 112
Pipeline safety 116

OFFICE OF THE INSPECTOR GENERAL

Salaries and expenses 117

TITLE II: RELATED AGENCIES

Architectural and Transportation Barriers Compliance Board 119
National Transportation Safety Board 119
Interstate Commerce Commission:
    Salaries and expenses 120
    Payments for directed rail service 121
Panama Canal Commission:
    Operating expenses 122
    Capital outlay 123
Department of the Treasury: Rebate of St. Lawrence Seaway tolls 124
Washington Metropolitan Area Transit Authority 124

TITLE III: GENERAL PROVISIONS

General provisions 125

RULES COMPLIANCE STATEMENTS

Rule 16, paragraph 7 125
Rule 26, paragraph 12 126
Budgetary impact statement 128

Summary of Major Recommendations

The major items contained in the bill include:

1. An appropriation of $1,896,116,000 for Coast Guard operating expenses;
2. An appropriation of $3,425,330,000 for Federal Aviation Administration's operating expenses;
3. An appropriation of $1,293,060,000 for the "Facilities and equipment" account of the Federal Aviation Administration;
4. An obligation ceiling of $1,325,000,000 on the airport improvements grant program;
5. An obligation ceiling on the Federal-aid highways program of $11,398,000,000;
6. An appropriation of $1,585,000,000 for the mass transit formula grants program;
7. An obligation ceiling of $1,250,000,000 on the mass transit trust fund, which includes $100,000,000 for the interstate substitution transit program;
8. An appropriation of $580,800,000 for the National Railroad Passenger Corporation;
9. An appropriation for the Northeast Corridor Improvement Program totaling $25,000,000;
10. An obligation limitation of $60,000,000 for the Motor Carrier Safety Assistance Program;
11. An obligation ceiling of $115,000,000 on the section 402, State and community highway safety grants program;
12. An appropriation of $96,180,000 for activities of the National Highway Traffic Safety Administration;
13. A funding level of $492,000,000 for the Coast Guard's drug interdiction program; and
14. A funding level of $147,000,000 for the Coast Guard's environmental protection program.

Total Obligational Authority Provided—General Funds and Trust Funds

In addition to the appropriation of $10,561,846,569 in new budget authority for fiscal year 1989, large amounts of contract authority are provided by law, the obligation limits for which are contained in the annual appropriations bill. The principal items in this category are the trust funded programs for Federal-aid highways, for the Mass Transit Capital Fund, and for airport development grants. For fiscal year 1989, estimated obligations limitations total $14,311,380,000.

TITLE I—DEPARTMENT OF TRANSPORTATION

OFFICE OF THE SECRETARY

SALARIES AND EXPENSES

Appropriations, 1988	$35,992,000
(By transfer)	(15,360,000)
Budget estimate, 1989	58,205,000
House allowance	52,649,000
Committee recommendation	55,173,000

Section 3 of the Department of Transportation Act of October 15, 1966 (Public Law 89–670) provides for establishment of the Office of the Secretary of Transportation [OST]. The Office of the Secretary is composed of the Secretary's immediate office, the Office of the General Counsel, and five assistant secretarial offices for policy and international affairs, budget and programs, governmental affairs, administration, and public affairs respectively. These secretarial offices have policy development and central supervisory and coordinating functions related to the overall planning and direction of the Department of Transportation, including staff assistance and general management supervision of the counterpart offices in the operating administrations of the Department.

The Minority Business Resource Center is also housed in OST. Its mission is to assist minority business firms in securing contracts on federally assisted transportation projects. In addition, the salaries, administrative expenses, and associated housekeeping costs of certain former Civil Aeronautics Board functions transferred to the Department of Transportation are funded here and in the "Payments to air carriers" appropriation.

The Committee recommends $55,173,000 for the salaries and expenses of the Office of the Secretary of Transportation. This is $3,032,000 below the estimate, $2,524,000 above the House allowance, and $3,821,000 above the fiscal year 1988 enacted level (including $15,360,000 in transfers).

In general, the Committee recommendation denies most of the increases requested to restore personnel to pre-budget summit levels, rejects the proposed reduction in essential air service staffing, and provides about one-half of the increases requested for inflation, within-grades, and other administrative costs.

The Committee concurs with the House in continuing separate appropriations for each office comprised by the Office of the Secretary. The distribution recommended is as follows:

Office	Budget request	House allowance	Committee recommendations
Immediate Office of the Secretary	$1,094,000	$1,071,000	$1,072,000
(Staff-years)	(14)	(14)	(14)
Immediate Office of the Deputy Secretary	$559,000	$460,000	$464,000
(Staff-years)	(11)	(9)	(9)
General Counsel	$6,092,000	$5,925,000	$6,000,000
(Staff-years)	(106)	(104)	(104)
Policy and International Affairs	[1] $8,432,000	$7,950,000	$7,950,000
(Staff-years)	(148)	(142)	(142)
Budget and Programs	$2,298,000	$2,147,000	$2,241,000
(Staff-years)	(38)	(36)	(37)
Governmental Affairs	$2,346,000	$2,345,000	$2,265,000
(Staff-years)	(47)	(47)	(47)
Administration	$26,781,000	$23,375,000	$24,300,000
(Staff-years)	(177)	(174)	(174)
Public Affairs	$1,462,000	$1,462,000	$1,455,000
(Staff-years)	(29)	(29)	(29)
Executive Secretariat	$923,000	$815,000	$824,000
(Staff-years)	(22)	(20)	(20)
Contract Appeals Board	$572,000	$440,000	$440,000
(Staff-years)	(8)	(6)	(6)
Office of Civil Rights	$1,305,000	$1,270,000	$1,305,000
(Staff-years)	(23)	(22)	(23)
Office of Commercial Space Transportation	$752,000	$550,000	$585,000
(Staff-years)	(12)	(10)	(10)
Office of Small and Disadvantaged Business Utilization	$915,000	$830,000	$915,000
(Staff-years)	(17)	(16)	(17)
Office of Essential Air Service	[2] $920,000	$1,734,000	$1,727,000
(Staff-years)	(16)	(29)	(29)
Minority Business Resource Center	$3,000,000	$2,275,000	$3,000,000
Regional representatives	$754,000		$630,000
(Staff-years)	(12)		(10)
Reception and representation allowance	($30,000)	($30,000)	($30,000)
Total	[3] $58,205,000	$52,649,000	$55,173,000
(Staff-years)	(680)	(658)	(671)

[1] Does not include $920,000 and 16 staff-years from proposed consolidation of essential air service.
[2] Proposed for consolidation into policy and international affairs; funded for one-third year.
[3] Proposed for consolidation into single salaries and expenses account.

STAFFING CHANGES

Deputy Secretary

The Committee does not approve the requested addition of two full-time equivalents [FTE] and $104,000. This is consonant with House action and with the constraints of the budget summit agreement.

General Counsel

The Committee approves the shift of two positions to the Assistant Secretary for Administration but denies the requested increase of $113,188 and two FTE to restore staffing to pre-budget summit levels. This accords with the House allowance.

Assistant Secretary for Policy and International Affairs

The budget proposed the merger of remnants (10 positions) of the EAS office with the Office of Policy and International Affairs while the EAS program was phased out. The Airport and Airways Capacity

Expansion Act, Public Law 100–223, reauthorizes subsidized air service through fiscal 1998. Thus, a separate EAS Office will be necessary and the additional resources associated with the planned consolidation have been deleted. The amount provided will support current staffing levels. This agrees with the House action.

Assistant Secretary for Budget and Programs

The Committee recommends an increase of $136,000 which includes one of two additional FTE requested. The House allowance assumes current staffing levels.

Assistant Secretary for Administration

The sum provided includes the two positions transferred from the general counsel but does not fund the three additional FTE requested. This is consistent with the staffing levels assumed by the House.

Executive Secretariat

The amount recommended does not include the two additional FTE requested. This accords with House action.

Contract Appeals Board

The Committee denies the requested increases of one position and two FTE. This is consistent with the House allowance.

Office of Civil Rights

The Committee recommends the budget estimate, including one additional FTE which the House deleted.

Office of Commercial Space Transportation

The recommended amount provides five of the additional eight positions requested, including three FTE. This parallels the House allowance. At the same time, the Committee notes that funding was made available in the current year under the "Transportation planning, research, and development" appropriation for as many as 10 detailees from other Federal agencies to support this function. The Committee believes that the Office of Commercial Space should continue to take advantage of this source of experienced and knowledgeable personnel to help meet its program requirements.

The Committee also concurs with the House report language directing the Office to provide a report on the feasibility of using licensing fees to defray the costs of mission and safety review activities.

Office of Essential Air Service

The Committee agrees with the House in maintaining the Office of Essential Air Service as a separate organization at current staffing levels.

Regional Representatives

The Committee denies the request for two additional FTE. The House terminates this account.

Office of Small and Disadvantaged Business Utilization

The Committee recommends the budget request, including one additional FTE. The House denied the requested increase in staffing.

IMPACTS ON INTERNATIONAL COMMERCIAL AIR TRAFFIC PATTERNS OF LONG-RANGE AIRCRAFT AND INTERNATIONAL HUBS

With the introduction of long-range aircraft like the Boeing 747–400, the Committee is concerned about the impacts on international commercial air traffic patterns. An assessment of the alterations of traffic patterns these aircraft will have, and the subsequent development of international hubs to accommodate the range characteristics of these new long-range aircraft, should be undertaken by the Department of Transportation and delivered as a report to the Committee not later than March 1, 1989. The potential development of such international airline hubs are significant for development of the U.S. strategy in bilateral aviation negotiations. The report should also explore the advantages of having a U.S. location serve as a long-range international carrier hub. Further, the report should investigate what additional market traffic rights should be sought (for example, Anchorage to Sapporo) as a method of preserving existing hubs through promoting potential new traffic patterns.

General Provisions

The recommended bill contains authority requested by the Department, for transfers among these accounts of up to 4 percent.

The Committee bill also contains language requiring absorption of pay increases as assumed in the budget summit agreement. The Committee has serious doubts as to the programmatic rationality of this assumption but includes the provision to comply with the arcana of budget scorekeeping rules.

The Committee bill includes language extending the Department's ratemaking authority with respect to mail in Alaska to January 1, 1999.

Transportation Planning, Research, and Development

Appropriations, 1988	($4,987,000)
By transfer	6,700,000
Budget estimate, 1989	4,925,000
House allowance	6,517,000
Committee recommendation	

The Office of the Secretary performs those research activities and studies which can more effectively or appropriately be conducted at the departmental level. This research effort supports the planning, analysis, and information development needed to assist the Secretary in the formulation of national transportation policies. The program is carried out primarily through contracts with other Federal agencies, educational institutions, nonprofit research organizations, and private firms. The University Research Program, transferred back to the OST in fiscal year 1985, provides assistance to colleges, universities, and their students to

conduct research in the field of transportation. Special emphasis is placed on assisting historically black colleges and universities to take part in transportation research and on aiding minority students in preparing for careers in transportation. This appropriation also includes the Commercial Space Transportation Program which supports the mission of licensing and promoting commercial space launches.

The Committee recommends $6,517,000 for transportation planning, research, and development. This is $183,000 less than the budget request. It represents an increase, however, of $1,530,000 over the fiscal year 1988 enacted level (provided by transfer) and is $1,592,000 more than the House allowance.

The recommended allocation is as follows:

[Dollars in thousands]

	Request	Recommendation
PC&B	$2,442	$2,346
Policy staff-years	(24)	(24)
Commercial space staff-years	(11)	(11)
Travel	$70	$44
Administrative costs	$211	$185
Contracts	$3,977	$3,942
Policy	($1,377)	($1,377)
University	($265)	($265)
Commercial space	($2,335)	($2,300)
Total	$6,700	$6,517

The reduction from the request reflects restrictions on the growth of administrative costs.

COMMERCIAL SPACE CONTRACTS

The amount provided includes all but $35,000 of the $2,335,000 requested for contract research related to safety standards, licensing procedures, space hazards management, and other matters relevant to the development of the private expendable launch industry. The Committee remains concerned, however, about the possibility that these activities could duplicate analyses and information available from other agencies and urges the Department to continue making full use of detailees or employees with experience in NASA and the Defense space programs. Contract funds may be applied to the costs of reimbursement and/or direct compensation for up to 10 such personnel with the approval of the Committees on Appropriations of the House and Senate.

SLEEP DISORDERS

In last year's report, based on an Office of Technology Assessment conference, the Committee requested that the Secretary utilize a portion of the planning, research and development budget to study the extent of the role that fatigue, sleep disorders, and sleepiness play in transportation mishaps and fatalities. To date, the Committee is not aware that any funds have been utilized for this purpose.

To prepare for departmental programs in this emerging issue the Committee requests that the Secretary prepare a comprehensive report by March 1, 1989, for the Committee that describes current departmental activities in this field. Additionally, the report should contain recommendations to the Committee on areas of study, data collection, monitoring, and public awareness that will best facilitate a reduction in frequency of these sometimes devastating mishaps. The Committee expects that the Department will closely consult with outside experts who are knowledgeable in this field, and professional and volunteer organizations having expertise in sleep, fatigue, and specific sleep disorders.

Limitation on Working Capital Fund

Appropriation, 1988	$1,805,000
(Limitation)	(127,801,000)
Budget estimate, 1989	3,705,000
(Limitation)	(135,000,000)
House allowance	3,800,000
(Limitation)	(130,350,000)
Committee recommendation	3,200,000
(Limitation)	(132,500,000)

The working capital fund [WCF] provides for centralized financing of certain common administrative services (for example, publishing and graphics and computer services) in the interest of economy and efficiency. The fund is reimbursed from the appropriations of the operating agencies of the Department at rates that recover all operating expenses in full.

The bill includes a limitation on the WCF of $132,500,000. This is $2,500,000 below the budget request and is $2,150,000 more than the House allowance. It is an increase of $4,699,000 over the fiscal year 1988 limitation.

The majority of the increase in the obligation limitation, $4,411,000, covers payments for such items as: headquarters SLUC ($1,115,000); contractual services ($2,227,000); and communications and utilities ($676,000). These and other activities are included in the fund to ensure proper accounting and accurate financial statements. One billing is made to the Department and paid through OST, but budgeted by the operating administrations and OST or DOT employees.

The Committee recommends a total WCF appropriation of $3,200,000. This is $505,000 less than the estimate and $600,000 less than the House allowance. The House allowance, however, includes $600,000 for ADP development projects budgeted under the Assistant Secretary for Administration.

The recommended amount supports the continuing effort to develop and implement improvements in the Department's accounting and financial information systems. The costs of space reduction activities are to be absorbed.

PAYMENTS TO AIR CARRIERS

Appropriations, 1988	$28,500,000
Budget estimate, 1989	
House allowance	29,070,000
Committee recommendation	25,000,000

The Secretary of Transportation now administers the section 419 Subsidy Program, which was created as part of the Airline Deregulation Act of 1978. Subsidy under this program is paid to airlines, primarily commuter carriers, to support the provision of essential air service to points that would not be served but for the subsidy. No new funds were requested in the budget.

The Committee recommends $25,000,000 for fiscal year 1989 payments to air carriers, which is $4,070,000 less than the House allowance.

The amount provided reflects the latest CBO current services estimate for the program.

Carriers receiving long-term section 419 compensation and communities served

Carriers and communities served	*Estimated annual compensation*
Air LA: Blythe, CA	$401,958
Air Midwest: Dodge City, Garden City, Goodland, Great Bend, Hays, Hutchinson, Parsons/Independence, KS; Lamar, CO; Liberal, KS/ Guymon, OK	1,586,263
Alaska Airlines: Cordova, Gustavus, Petersburg, Wrangell, Yakutat, Ak	1,414,021
Aleutian Air: Nikolski, Ak	39,570
Alpine Aviation: Moab, UT	172,930
Atlantic Southeast Airlines: Gadsden, AL	183,137
Bemidji Airlines: Mankato, Worthington, MN	359,199
Big Sky Airlines: Glasgow, Glendive, Havre, Lewistown, Miles City, Sidney, Wolf Point, MT; Williston, ND	1,612,106
Brockway Air: Massena, Ogdensburg, Plattsburgh, Saranac Lake, Watertown, NY	831,445
CCAIR: Athens, GA; Danville, VA; Winston-Salem, NC; Rocky Mount, NC; Beckley, Princeton/Bluefield, WV	750,409
Chitina Air Service: Boswell Bay, Cape Yakataga, Icy Bay, AK	98,217
Crown Airways: Oil City/Franklin, PA	128,504
Direct Air: Kokomo/Logansport/Peru, IN	355,756
Executive Air Charter: Ponce, PR	265,058
Exec Express: El Dorado/Camden, Harrison, Hot Springs, and Jonesboro, AR; Enid, McAlester, Ponca City, OK; Brownwood, Paris, Temple, TX	3,151,805
40-Mile Air: Central and Circle, and Chisana, AK	54,827
Friendship Air Alaska: Cape Newenham and Nyak, AK	33,622
GCS Air Service: Mansfield, OH	383,527
Golden Pacific Airlines: Kingman and Winslow, AZ	532,981
GP Express Airlines: Alliance, Chadron, Sidney, Hastings, Kearney, McCook, Grand Island, North Platte, and Scottsbluff, NE	2,342,781
Great Lakes Aviation: Manistee/Ludington, MI; Manitowoc, WI; Marinette, WI/Menominee, MI; Ottumwa, IA	1,303,617
Harbor Air Service: Seward, AK	53,331
Horizon Air: Ephrata/Moses Lake, WA; Salem, OR	347,111
Mesa Air Shuttle: Alamogordo/Hollomon AFB, Hobbs, Gallup, Silver City/Hurley/Deming, NM; Worland, WY	924,772
Mesaba Aviation: Brookings, Huron, Mitchell, SD; Devils Lake, Jamestown, ND	915,605

Carriers receiving long-term section 419 compensation and communities served—Continued

Carriers and communities served	*Estimated annual compensation*
Midcontinent Airlines: Columbus, Norfolk, NE; Yankton, SD	$889,873
MST Aviation/Apex Airlines: Beloit/Janesville, WI	180,000
Peninsula Airways: Atka, St. George, Akhiok, Alitak/Lazy Bay, Amook Bay, Karluk, Kitoi Bay, Larsen Bay, Moser Bay, Old Harbor, Olga Bay, Ouzinkie, Parks/Uyak, Port Bailey, Port Lions, Port Williams, San Juan/Uganik, Seal Bay, Terror Bay, West Point, Zachar Bay, AK	695,981
Precision Airlines: Montpelier/Barre, VT	166,776
Prime Air: Clarksville, TN/Fort Campbell/Hopkinsville, KY; Mt. Vernon, IL	615,543
Propheter Aviation: Clinton, IA; Sterling/Rock Falls, IL	451,719
Reeve Aleutian: Port Heiden and Sand Point, Perryville, Ivanoff Bay, Falsel Pass, King Cove, AK	1,042,724
Rocky Mountain Airways: Pierre, SD	371,165
Simmons Airlines: Jackson, Sault Ste. Marie and Alpena, MI	563,974
SkyWest Airlines: Cedar City, UT; Page, AZ; Ely, NV; West Yellowstone, MT	788,230
Sportsman Flying Service: May Creek, McCarthy, AK	18,227
Tennessee Airways: Benton Harbor/St. Joseph, MI; Elkhart, IN	499,181
Valley Airlines: Lewiston/Auburn, ME; Laconia, NH	519,541
WestAir Airlines: Crescent City, Merced, CA	465,181
Yute Air Alaska: Portage Creek, Twin Hills, AK	11,555
Total	25,522,222

Carriers that received final hold-in rates, fiscal year 1988[1]

Carriers and communities served	*Annual compensation*
Southern Jersey: Trenton, NJ	$45,254
Air Kentucky: Clarksville/Fort Campbell/Hopkinsville, KY/TN	172,667
Air Kentucky: Mt. Vernon, IL	713,522
Air Kentucky: London/Corbin, KY	427,636
Total	1,359,079

[1] First 6 months of fiscal year 1988. Prospective annual compensation cannot be accurately estimated because the amount of hold-in subsidy depends on how many and when carriers file notice to leave points, how long they are held in, and how promptly claims are filed.

Carriers receiving interim hold-in compensation, fiscal year 1988[1]

Carriers and communities served	*Annual compensation*
Atlantis: Moultrie/Thomasville, GA	$427,211
Simmons: Jackson, MI	14,275
Simmons: Sault Ste. Marie and Alpena, MI	21,243
Simmons: Ironwood, MI	401,453
Total	864,182

[1] First 6 months of fiscal year 1988. Prospective annual compensation cannot be accurately estimated because the amount of hold-in subsidy depends on how many and when carriers file notice to leave points, how long they are held in, and how promptly claims are filed.

GENERAL PROVISION

The recommended bill includes a general provision making it clear that section 419 subsidies are subject to the availability of appropriations.

COAST GUARD

Summary of Fiscal Year 1989 Program

The U.S. Coast Guard, as it is known today, was established on January 28, 1915, through the merger of the Revenue Cutter Service and the Lifesaving Service. In 1939, the U.S. Lighthouse Service was transferred to the Coast Guard followed by the Bureau of Marine Inspection and Navigation in 1942. The Coast Guard has as its primary responsibilities the enforcement of all applicable Federal laws on the high seas and waters subject to the jurisdiction of the United States; promotion of safety of life and property at sea; assistance to navigation; protection of the marine environment; and maintenance of a state of readiness to function as a specialized service in the Navy in time of war (14 U.S.C. 1, 2).

The Committee recommends a total program level of $2,982,916,000 for the activities of the Coast Guard in fiscal year 1989. The following table summarizes the Committee's recommendations:

[In thousands of dollars]

Program	Fiscal year 1988 level	Budget request	House allowance	Committee recommendations
Operating expenses	[1] 1,894,106	2,100,506	[2] 2,086,000	[3] 2,096,116
Acquisition, construction, and improvements	[4] 267,000	348,000	[5] 446,000	[6] 348,000
Alteration of bridges	940	8,500	[7] 14,500	[8] 11,500
Retired pay	386,700	410,800	410,800	410,800
Reserve training	62,880	68,500	66,650	67,500
Research, development, test, and evaluation	19,000	19,000	18,800	19,000
Boat safety	[9] 21,375	[9] 15,000	[9] 30,000	[9] 30,000
Total	2,652,001	2,970,306	3,072,750	2,982,916

[1] Includes $105,000,000 in DOD Appropriations Act, 1988.
[2] Includes $60,000,000 in Department of Defense appropriations bill.
[3] Includes $200,000,000 in fiscal 1989 Department of Defense Appropriations Act.
[4] Includes $20,000,000 in fiscal 1988 Department of Defense Appropriations Act.
[5] Includes $350,000,000 in fiscal 1989 Department of Defense appropriations bill and excludes $6,000,000 transferred to the "Alteration of bridges" account and $4,500,000 transferred to the "Operating expenses" account.
[6] Includes $50,300,000 in the fiscal 1989 Military Construction bill and excludes $3,000,000 transferred to the "Alteration of bridges" account.
[7] Includes $6,000,000 by transfer.
[8] Includes $3,000,000 by transfer.
[9] Limitation on obligations.

Operating Expenses

Appropriations, 1988	$1,789,106,000
Budget estimate, 1989	2,100,506,000
House allowance	2,026,000,000
Committee recommendation	1,896,116,000

The "Operating expenses" appropriation provides funds for the operation and maintenance of multipurpose vessels, aircraft, and shore units strategically located along the coasts and inland waterways of the United States and in selected areas overseas.

The program activities of this appropriation fall into the following categories:

Search and rescue.—One of its earliest and most traditional missions, the Coast Guard maintains a nationwide system of boats, aircraft, cutters, and rescue coordination centers on 24-hour alert.

Aids to navigation.—To help the mariner determine his location and avoid accident, the Coast Guard maintains a network of manned and unmanned aids to navigation along our coasts and on our inland waterways, and operates radio stations in the United States and abroad to serve the needs of the armed services and marine and air commerce.

Marine safety.—The Coast Guard insures compliance with Federal statutes and regulations designed to improve safety in the merchant marine industry and operates a recreational boating safety program.

Marine environmental protection.—The primary objectives of this program are to minimize the dangers of marine pollution and to assure the safety and security of U.S. ports and waterways.

Enforcement of laws and treaties.—The Coast Guard is the principal maritime enforcement agency with regard to Federal laws on the navigable waters of the United States and the high seas, including fisheries, drug smuggling, illegal immigration, and hijacking of vessels. Drug law enforcement now consumes the largest amount of operating expenses resources.

Ice operations.—In the Arctic and Antarctic, the Coast Guard icebreakers escort supply ships, support research activities and Department of Defense operations, survey uncharted waters, and collect scientific data. The Coast Guard also assists commercial vessels through ice-covered waters.

Defense readiness.—During peacetime the Coast Guard maintains an effective state of military preparedness to operate as a service in the Navy in time of war or national emergency at the direction of the President. As such the Coast Guard has primary responsibility for ports, waterways, and navigable waters up to 200 miles offshore.

Headquarters administration.—The headquarters administration activity provides executive direction and servicewide administrative support at the headquarters location of the Coast Guard.

The Committee recommendation for Coast Guard operating expenses is $1,896,116,000, including $30,000,000 from the "Boat safety" account. This is $204,390,000 below the estimate, $129,884,000 less than the appropriation approved by the House, and $107,010,000 over the enacted fiscal year 1988 appropriation.

The Committee allowance is predicated on the availability of an additional $200,000,000 in fuel and other supplies to be provided in the fiscal 1989 Department of Defense appropriations bill in support of defense readiness and related activities. The sum included in the bill also restores $2,114,000 in House reductions for slippage in commissioning of equipment and facilities and personnel costs. The Committee concurs in the remaining $4,392,000 reduction limiting growth in certain administrative costs.

The Committee expects that the amount recommended, in combination with the resources provided through the Department of Defense appropriations bill. will support the requested levels of 36,771 military billets and 4,576 civilian positions.

DRUG INTERDICTION

The Committee joins the House in again including bill language establishing a minimum level of drug enforcement funding. Under this provision, the Coast Guard will be required to allot at least $492,000,000 to interdiction activities. This represents an increase of $62,880,000, or 15 percent, over the current level and reflects the Committee's continuing commitment to providing the resources necessary to the effective prosecution of this mission.

At the same time, it is clear that achieving a more effective interdiction program—and, indeed, improving the performance of the Nation's overall narcotics control effort—involves much more than simply continuing to expand the resource base of the responsible agencies. With on the order of 90 percent of the Coast Guard's seizures resulting from random boardings, it is obvious that better targetting and more timely access to pertinent intelligence should be a priority. The Committee strongly concurs with the House on this point.

Further, as noted in last year's report, the formulation and execution of a comprehensive drug abuse strategy depend on the availability of consistent and reliable performance measures. Seizures of various types of illicit substances, albeit of some value as an operational indicator, are inadequate for assessing program effectiveness inasmuch as their connection to such proxies for quantities available as price and purity is at best unclear. The table below, for example, compares seizure data with price and purity of illicit substances for fiscal years 1983 through 1987.

GOVERNMENTWIDE DRUG STATISTICS

	Fiscal year—				
	1983	1984	1985	1986	1987
Seizure data[1] (thousands of pounds):					
Marijuana	7,375	9,228	6,057	6,012	4,616
Cocaine	37	56	98	124	193
	Calendar year—				
Price:					
Marijuana (commercial grade; retail/oz.)	$40–65	$45–75	$50–100	$45–120	$60–130
Cocaine (retail/gm.)	$100–125	$100–120	$100	$80–120	$80–120
Purity:					
Marijuana potency (percent THC)	2.94	3.49	3.12	3.33	3.39
Cocaine purity (percent pure)	35	35	50–60	55–65	50+

[1] Due to differences in accounting methods prior to fiscal year 1987, some double counting is reflected in Government totals.

Data Sources: Seizure—NDPB progress report 1986, exhibits II-16 and III-1; NDPB progress report 1987, exhibits IV-1 and V-14. Price and purity—The NNICC report 1985-86, the NNICC report 1987.

These data again underscore the Committee's agreement with the House on the need for more meaningful program indices.

MARINE ENVIRONMENTAL PROTECTION

Under a variety of laws, international agreements, and conventions, the Coast Guard has primary responsibility for the protection of the marine environment. This entails a growing portfolio of discrete activities including general enforcement against polluters, prevention and mitigation of oil and chemical discharges, supervision of offshore disposal of sludge and garbage at permitted sites, and, most recently, implementation of Annex V of the International Convention for the Prevention of Pollution from Ships [Marpol].

The Committee considers this one of the most critical functions assigned to the Coast Guard. To assure the resources necessary for an effective program, the recommended bill includes language earmarking not less than $147,000,000 for marine environmental protection and enforcement. The Committee expects that the Coast Guard will use these resources to step up environmental enforcement, especially in those areas, such as the New York and the New Jersey coasts, that are particularly vulnerable to illegal ocean dumping and other forms of marine environmental hazard.

U.S. COAST GUARD YARD

The Committee directs the Secretary to establish a fiscal year 1989 civilian work force floor at the U.S. Coast Guard yard in Curtis Bay, MD, of 654 positions (632 FTE's), the level included in the President's fiscal year 1989 budget request. In addition, the Committee intends that the yard be given authority to hire, within available funds, up to an additional 300 workers on projects as needed, without regard to any other DOT limitation on employment.

The Committee has learned that an ongoing GAO study has not been able to confirm that the Coast Guard has adequate data to support a conclusion that closing the yard actually saves any money. The Coast Guard's efforts to phase out the yard over a 5-year period come at a time when the Coast Guard faces major problems in its repair program with private yards. The overhaul of the Coast Guard's 378-foot class cutters is reportedly over budget by as much as $250,000,000.

The Committee believes the Coast Guard yard should remain permanently open as part of the Coast Guard's industrial base. The Coast Guard included the yard or its list of core logistics facilities in January 1987 and the yard has been a vital part of the Coast Guard's readiness infrastructure since 1899.

One of the major arguments made by proponents of closing the yard is that it is inefficient. The Committee rejects this analysis as being without foundation in any tangible, concrete way. At the same time, the Committee believes that the yard needs additional flexibility in its hiring practices and this is the reason for including direction to allow the yard to hire up to 300 temporary workers as needed.

The Committee is also troubled by reports that the Coast Guard and the Department are refusing to consider the yard for any new major ship repair or modification contracts solely because of the administration's privatization ideology. The Committee believes ship repair and modification contracts should be awarded on the basis of cost and performance alone, not because work would be done by the public or private sector.

Because of its concerns, the Committee directs the General Accounting Office to make a comprehensive evaluation of the relative costs of ship repair work at Curtis Bay versus private shipyards. The Committee expects to receive at least preliminary results of this evaluation in time for the fiscal year 1990 budget review cycle.

REACTIVATION OF KAUAI COAST GUARD STATION

The Committee is sensitive to the special needs of the State of Hawaii. The Committee acknowledges that as the only State completely surrounded by the ocean, the people of Hawaii depend on its waters for subsistence and recreation. As the northernmost populated island in the Hawaiian chain, the island of Kauai requires adequate Coast Guard protection. Accordingly, the Committee directs the U.S. Coast Guard to give serious consideration to reactivating its Coast Guard Station at Nawiliwili Harbor on the Island of Kauai.

GENERAL PROVISIONS

The recommended bill includes language inserted by the House (sec. 325) declaring an unnamed tributary of Newton Creek in the city of Camden, NJ, to be a nonnavigable waterway for purposes of the General Bridge Act of 1946 (33 U.S.C. 525 et seq.). This exempts the construction of a culvert over this drainage ditch from the bridge permitting process and will facilitate the city's plans for the economic development of the locale.

The Committee also has stricken House bill language (sec. 328) requiring the Secretary of Transportation to transfer the Coast Guard cutter *Ingham* to the Intrepid Sea-Air-Space Museum in New York, NY, once the ship is decommissioned.

The Committee has also inserted a provision transferring title to the Gloucester City Coast Guard Station, which is to be vacated, and the property on which it is located to the city of Gloucester City, NJ.

ACQUISITION, CONSTRUCTION, AND IMPROVEMENTS

Appropriations, 1988	$247,000,000
Budget estimate, 1989	348,000,000
House allowance	102,000,000
Committee recommendation	297,700,000

This appropriation provides for the major acquisition, construction, and improvement of vessels, aircraft, shore units, and aids to navigation operated and maintained by the Coast Guard. Currently, the Coast Guard has in operation approximately 250 cutters, ranging in size from

65-foot tugs to 399-foot polar icebreakers, more than 2,000 boats, and more than 170 helicopters and fixed-wing aircraft. The Coast Guard also operates approximately 600 stations, support and supply centers, communications facilities, and other shore units. The Coast Guard provides over 48,000 navigational aids—buoys, fixed aids, lighthouses, and radio navigational stations.

For acquisition, construction, and improvements, the bill includes $297,700,000, which is $195,700,000 more than the House allowance, $50,300,000 less than the budget request, and $50,700,000 more than the fiscal 1988 enacted level. The Committee's allowance assumes that $50,300,000 in shore construction projects will be accomplished via the fiscal 1989 Military Construction Appropriations Bill (H.R. 4586).

The following table summarizes the Committee's programmatic recommendations:

	House program level allowance	Committee recommendations
Vessels	$144,600,000	$149,300,000
Aircraft	218,000,000	101,600,000
Command, control, and communications	20,000,000	20,800,000
Shore facilities	45,000,000	[1] 50,300,000
Aids to navigation	2,000,000	3,000,000
Administration	22,400,000	23,000,000
Total	[2] 452,000,000	348,000,000
Positions:		
Military	330	330
Civilian	224	224

[1] Included in H.R. 4586, fiscal 1989 Military Construction appropriations bill.
[2] Includes $350,000,000 in the fiscal 1989 Department of Defense appropriation bill.

Vessels.—The Committee recommends the full budget request of $149,300,000 for vessel acquisition and improvement. The projected allocation of these funds is shown in the table below:

VESSELS

	Budget estimate	House allowance	Committee recommendation
Acquire vessels and equipment:			
270-foot medium endurance cutter [WMEC] procurement	$13,300,000	$13,300,000	$13,300,000
Survey and design boats and cutters	900,000	600,000	900,000
Buoy tender [WLB/WLM] capability replacement	3,300,000	3,200,000	3,300,000
Acquisition of replacement motor lifeboat [MLB] capability	500,000	500,000	500,000
Construction of ATON barges: 9th district	6,500,000	6,500,000	6,500,000
WHEC plotting table replacement	1,600,000	1,500,000	1,600,000
Replacement polar icebreaker acquisition	1,000,000	1,000,000	1,000,000
Repair, renovate or improve existing vessels and small boats:			
378-foot high endurance cutter [WHEC] renovation and modernization [FRAM]	79,000,000	76,000,000	79,000,000

VESSELS—Continued

	Budget estimate	House allowance	Committee recommendation
Repair, renovate or improve existing vessels and small boats—Continued			
210-foot medium endurance cutter [WMEC] major maintenance availability [MMA]	$40,100,000	$39,000,000	$40,100,000
378-foot high endurance cutter [WHEC] weapons system modernization: Phase I	3,100,000	3,000,000	3,100,000
Total, vessels	149,300,000	144,600,000	149,300,000

COST GROWTH IN THE 378-FOOT CUTTER FLEET RENOVATION AND MODERNIZATION PROGRAM

The Committee is concerned about the sharp escalation in the costs of the high endurance cutter renovation and modernization [FRAM] program. FRAM was accomplished on the first 11 cutters at an average cost of just over $43,000,000 per ship. The request for the 12th and last WHEC, however, is $79,000,000 for fiscal 1989 and another $6,000,000 is projected for the outyears. The Coast Guard should submit a report explaining the reasons for this cost growth and describing the measures it proposes to institute to bring it under control to the Committees on Appropriations of the House and Senate not later than October 31, 1988.

Aircraft.—The Committee has approved the estimate which is to be distributed as follows:

AIRCRAFT

	Budget estimate	House allowance	Committee recommendation
HH–60 medium range recovery [MMR] helicopter acquisition: Phase III	$93,300,000	$90,000,000	$93,300,000
HH–65A helicopter engine availability improvement: Phase I	8,300,000	8,000,000	8,300,000
E–2C aircraft [1]		120,000,000	
Total, aircraft	101,600,000	218,000,000	101,600,000

[1] Funding for the E–2C aircraft is included in the House version of the Department of Defense appropriations bill.

Command, control, and communications.—The Committee recommends $20,800,000, the amount requested. The following table displays the project allocation:

COMMAND, CONTROL, AND COMMUNICATIONS

	Budget estimate	House allowance	Committee recommendation
HC–130 Forward looking airborne radar [FLAR]: Phase VI	$13,500,000	$13,000,000	$13,500,000
Replace aircraft repair and supply center [AR&SC]: Computer system	5,700,000	5,700,000	5,700,000
Upgrade maritime defense zone command centers [C^{3}I]	1,600,000	1,300,000	1,600,000
Total command, control, and communications	20,800,000	20,000,000	20,800,000

Shore facilities and aids to navigation.—The program level recommended is $53,300,000, the full budget request, and includes the following projects:

SHORE FACILITIES AND AIDS TO NAVIGATION

	Budget estimate	House allowance	Committee recommendation
Survey and design: Shore	$3,500,000	$3,100,000	$3,500,000
Minor AC&I shore construction projects	6,300,000	5,500,000	6,300,000
Underground storage tank [UST] cleanup program	4,000,000	3,200,000	4,000,000
Acquisition support services	1,800,000	1,700,000	1,800,000
Savannah, GA: Air station hangar construction	3,900,000	3,900,000	3,900,000
Southeast U.S. [SEUS] air interdiction shore facilities	2,600,000	2,600,000	2,600,000
Yorktown, VA: Reserve training center: Construct administration building	2,700,000	2,600,000	2,700,000
Petulama, CA: Training center clinic addition	3,200,000	3,200,000	3,200,000
Public family quarters	4,400,000	4,300,000	4,400,000
Toledo, OH: Construct station barracks and dining facility	1,000,000	1,000,000	1,000,000
Cortez, FL: Station main building replacement	2,200,000	2,200,000	2,200,000
Panama City, FL: Rebuild station	2,400,000	2,400,000	2,400,000
South Portland, ME: Improve base moorings	8,600,000	8,600,000	8,600,000
Kodiak, AK: Communications station fire restoration	3,700,000	3,700,000	3,700,000
Waterways aids to navigation projects	3,000,000	2,000,000	3,000,000
Total shore facilities and aids to navigation facilities	53,300,000	50,000,000	53,300,000

Administration.—The Committee allowance is $23,000,000 which restores the House reduction from the budget request. This will support 330 military and 224 civilian positions.

SAR STATION REACTIVATION

The Committee bill deletes bill language inserted by the House directing the transfer of $4,800,000 in AC&I funding to the "Operating expenses" account for the purpose of reactivating nine search and rescue stations. This action is pursuant to the motion ordering the bill reported from the Committee, which requires that all House floor amendments be stricken to conform the bill to the recommendations adopted by the Committee.

CONTRACTOR WARRANTIES

The Committee concurs with the House in continuing bill language requiring written warranties on all major system acquisitions by the Coast Guard. The Committee also agrees with the House Report language specifying the minimum terms and conditions that such warranties should include.

ALTERATION OF BRIDGES

Appropriations, 1988	$940,000
Budget estimate, 1989	8,500,000
House allowance	–8,500,000
(By transfer)	(6,000,000)
Committee recommendation	8,500,000
(By transfer)	(3,000,000)

The "Alteration of bridges" appropriation provides funds for the Coast Guard's share of the cost of altering or removing bridges obstructive to navigation. Under the provisions of the Truman-Hobbs Act of June 21, 1940, as amended, (33 U.S.C. 511 et seq.) the Coast Guard, as the Federal Government's agent, is required to share with owners the cost of altering railroad and publicly owned highway bridges which obstruct the free movement of navigation on navigable waters of the United States in accordance with the formula established in 33 U.S.C. 516.

The Committee recommends a total of $11,500,000, including $3,000,000, by transfer for this account. This provides a program level that is $3,000,000 more than the budget request and $3,000,000 less than the House allowance. Together with carryover funds, the amount provided will cover the costs of completing projects involving the Central New Jersey Railroad Bridge, Newark NJ; the Burlington-Northern Railroad Bridge, Portland, OR; and the Norfolk Southern Railroad Bridge, New Bern, NC. It will also provide funds necessary to initiate construction on the Norfolk Southern Railroad Bridge at Hannibal, MO, should the Coast Guard make the required Truman-Hobbs determination this fiscal year.

RETIRED PAY

Appropriations, 1988	$386,700,000
Budget estimate, 1989	410,800,000
House allowance	410,800,000
Committee recommendation	410,800,000

The "Retired pay" appropriation provides for retired pay of military personnel of the Coast Guard and Coast Guard Reserve, members of the former Lighthouse Service, and for annuities payable to beneficiaries of retired military personnel under the retired serviceman's family protection plan (10 U.S.C. 1431–1446) and survivor benefit plan (10 U.S.C. 1447–1455), and for medical care of retired personnel and their dependents under the Dependents Medical Care Act. The average number of personnel on the retired rolls is estimated to be 25,130 in fiscal

year 1989, as compared with an estimated 24,645 in fiscal year 1988 and 24,141 in fiscal year 1987.

The bill includes $410,800,000 for retired pay, which is the same as the House allowance and the budget request.

Reserve Training

Appropriations, 1988	$62,880,000
Budget estimate, 1989	68,500,000
House allowance	66,650,000
Committee recommendation	67,500,000

The Coast Guard Reserve was established by Act of Congress in February 1941, to provide qualified individuals and trained units for active duty in time of war or national emergency. This objective is now being accomplished through formal training and augmentation of regular forces in the performance of peacetime missions during domestic emergencies and during routine and peak operations. The program activities fall into the following categories.

Initial training.—For non-prior-service trainees.

Continuing training.—For officer and enlisted personnel through the performance of drills and annual active duty training.

Operation and maintenance of training facilities.—For the day-to-day operation and maintenance of Reserve training facilities, including organized Reserve training units.

Administration.—For all administrative functions required in the operation of the Reserve Forces Program.

The bill includes $67,500,000 for Reserve training, which is $850,000 more than the House allowance, and $1,000,000 less than the budget request.

The Committee allowance will support a Ready Reserve of 18,700 incorporating a Selected Reserve of 12,750. This restores one-half of the House reduction in requested billets for the Selected Reserve and is an increase in Selected Reserve strength of 750.

Research, Development, Test, and Evaluation

Appropriations, 1988	$19,000,000
Budget estimate, 1989	19,000,000
House allowance	18,800,000
Committee recommendation	19,000,000

The Coast Guard's Research and Development Program seeks to improve the tools and techniques with which Coast Guard carries out its varied operational missions and to increase the knowledge base upon which it depends to fulfill its regulatory responsibilities.

The bill includes $19,000,000 for research, development, test, and evaluation, which is the same as the budget request and $200,000 more than the House allowance.

The Committee recommendation for funding distribution is as follows:

Program	Fiscal year 1988 appropriation	Fiscal year 1989 budget estimate	House allowance	Committee recommendation
Search and rescue	$600,000	$1,050,000	$1,050,000	$1,050,000
Aids to navigation	1,400,000	1,950,000	1,950,000	1,950,000
Marine safety	1,100,000	1,120,000	1,120,000	1,120,000
Marine environmental protection	600,000	490,000	490,000	490,000
Enforcement of laws and treaties	700,000	520,000	520,000	520,000
Defense readiness		700,000	619,000	700,000
Command, control and communications		1,400,000	2,350,000	2,350,000
Personnel support	300,000	800,000	750,000	800,000
Patrol boat replacement	400,000			
WLB/WLM (buoy tender) replacement	600,000			
Information systems		700,000	720,000	720,000
Advanced marine vehicles	1,400,000	1,300,000	1,300,000	1,300,000
Other multimission	1,500,000	760,000	650,000	700,000
RDT&E support and operations	1,900,000	1,800,000	1,781,000	1,800,000
Administration	7,100,000	5,500,000	5,500,000	5,500,000
Total	19,000,000	19,000,000	18,800,000	19,000,000
Positions:				
Military	(52)	(42)	(42)	(42)
Civilian	(80)	(71)	(71)	(71)

The amount provided for administration will support the requested complement of military and civilian positions. This represents a reduction of 10 military and nine civilian positions.

From within available funds, the Coast Guard is expected to expend $1,500,000 for renovation and restoration of a multipurpose training vessel in conjunction with the ongoing Maritime Fire and Safety Association Research and Development Program at Portland, OR.

Offshore Oil Pollution Compensation Fund

Appropriations, 1988	
(Limitation)	($57,000,000)
Budget estimate, 1989	
(Limitation)	(60,000,000)
House allowance	
(Limitation)	(57,000,000)
Committee recommendation	
(Limitation)	(60,000,000)

Title III of the Outer Continental Shelf Lands Act Amendments of 1978 provides for an oil pollution compensation fund to pay compensation for damages, including cleanup, resulting from oil spills as a result of loading, offloading, or transit activities taking place on the Outer Continental Shelf. Receipts are generated from a fee on Outer Continental Shelf oil.

The purpose of this fund is to insure prompt cleanup of oil or other hazardous contaminants spilled into the navigable waters of the United States adjoining shorelines or waters of the contiguous zone. The fund is used when the parties responsible for a spill do not accomplish immediate cleanup with their own resources. Expenditures from the fund are to be recovered at a later date from the owners or operators of ves-

sels and facilities responsible for the relevant spill.

The bill includes the requested authority to borrow from the Secretary of the Treasury should appropriations be insufficient to meet obligations. The bill also includes the requested language limiting total fund obligations to $60,000,000 in fiscal year 1989. This is $3,000,000 more than the House allowance.

Deepwater Port Liability Fund

Appropriations, 1988	
(Limitation)	($47,500,000)
Budget estimate, 1989	
(Limitation)	(50,000,000)
House allowance	
(Limitation)	(47,500,000)
Committee recommendation	
(Limitation)	(50,000,000)

The Deepwater Port Liability Fund was established to provide a system for determination and settlement, without fault, of claims for all cleanup costs and damages incurred, but not otherwise compensated, as a result of discharges of oil into the marine environment from deepwater port activities. (33 U.S.C. 1517(f)).

Fund resources accrue from fees on oil transiting deepwater port facilities. The Deepwater Port Amendments Act of 1984 suspended the fee, beginning on September 25, 1984, so long as fund balances total not less than $4,000,000. Balance in the fund as of April 30, 1988, is $5,627,000.

The Committee bill includes requested language limiting fund obligations to $50,000,000 and providing authority to borrow from the Secretary of the Treasury should additional resources be required. This is $2,500,000 more than the House allowance.

Boat Safety

(Liquidation of Contract Authorization—Trust Fund)

Appropriations, 1988	($22,500,000)
Budget estimate, 1989	(15,000,000)
House allowance	(30,000,000)
Committee recommendation	(30,000,000)

This account provides financial assistance for a coordinated national Recreational Boating Safety Program for the several States. Title 46 United States Code, section 13106, establishes a "Boat safety" account from which the Secretary may allocate and distribute matching funds to assist in the development, administration, and financing of qualifying State programs. The "Boat safety" account consists of amounts transferred from the highway trust fund which are derived from the motorboat fuel tax (9 cents per gallon). The total transferred may not exceed $45,000,000. Receipts in excess of $45,000,000 are transferred to the Land and Water Conservation Fund, and the "Sport fish restoration" account, which are managed by the Department of the Interior.

The Committee recommends $30,000,000 in liquidating cash in fiscal year 1989. This is the same as the House allowance and exceeds the budget request by $15,000,000.

LIMITATION ON OBLIGATIONS

The Committee also concurs with the House in bill language limiting fiscal year 1989 obligations from the "Boat safety" account to $30,000,000.

FEDERAL AVIATION ADMINISTRATION

SUMMARY OF FISCAL YEAR 1989 PROGRAM

The Federal Aviation Administration traces its origins to the Air Commerce Act of 1926, but more recently to the Federal Aviation Act of 1958 which established the independent Federal Aviation Agency from functions which had resided in the Airways Modernization Board, the Civil Aeronautics Administration, and parts of the Civil Aeronautics Board. FAA became an administration of the Department of Transportation on April 1, 1967, pursuant to the Department of Transportation Act (October 15, 1966).

The total recommended program level for the FAA for fiscal year 1989 amounts to $6,501,378,000, including a $1,325,000,000 obligation limitation on the use of contract authority for the Airport Grants Program. This represents, in the aggregate, an increase of $759,925,000 over the fiscal 1988 level. The following table summarizes the Committee's recommendations:

[In thousands of dollars]

Program	Fiscal year 1988 program level	Budget estimate	House allowance	Committee recommendations
Headquarters administration	35,520	37,057	36,460	37,000
Operations[1]	[2]3,173,763	3,454,000	3,410,000	3,435,330
Facilities and equipment	1,108,056	1,600,000	1,486,000	[3]1,543,060
Research, engineering, and development	153,425	155,000	160,000	160,000
Grants-in-aid for airports[4]	1,268,725	1,200,000	1,530,000	1,325,000
Aircraft loan guarantee defaults[5]	464	236	238	238
Special studies[6]	1,500	750	750	750
Total	5,741,453	6,447,045	6,623,448	[7]6,501,378

[1] Assumes obligation of $9,700,000 in 1988 and $10,000,000 in 1989 provided by transfer for reemployed annuitant program.
[2] Includes $15,543,000 carryover from 1987.
[3] Includes $250,000,000 in carryover balances.
[4] Limitation on obligations.
[5] Estimate as shown in fiscal year 1989 budget.
[6] Authority provided by Public Law 100-223.
[7] Excludes rescission of $100,000,000 in unusable contract authority.

NATIONAL AIRSPACE SYSTEM PLAN COSTS

At the Committee's fiscal year 1989 hearing for the FAA, the General Accounting Office [GAO] stated that modernizing the air traffic control system would cost over $24,000,000,000 before the year 2000, and that FAA faces potentially significant delays in implementing the national airspace system [NAS] plan. This new cost estimate greatly exceeds FAA's $15,800,000,000 estimate for the NAS plan. This is because the $24,000,000,000 estimate includes necessary engineering changes and other capital needs which FAA chooses to treat as separate facilities and equipment items.

FAA disagrees with GAO's $24,000,000,000 cost estimate. FAA contends that GAO's identification of $1,000,000,000 necessary for NAS plan revisions is inaccurate and that $6,500,000,000 GAO identified for other capital needs is not properly part of the NAS plan. FAA has informed the Committee that only $260,000,000 for NAS plan revisions has been approved and that the requirements GAO referred to as supporting $6,500,000,000 for other capital needs have not been validated. However, FAA did acknowledge that $1,000,000,000 more than the $15,800,000,000 FAA estimate of NAS plan costs would be necessary for an adequate risk allowance to account for likely cost increases.

The Committee has looked into these differences and has concluded that there is a need to prioritize NAS-related requirements because of the growth in air traffic control modernization costs. The differences are more than semantic and have significant implications for the management of the program. While FAA may be technically correct in stating that only $260,000,000 of the $1,000,000,000 GAO cited for NAS plan revisions has been approved for funding, FAA fails to mention that the requirements for the remaining $740,000,000 in revisions also have been approved as valid by FAA's engineering management control boards. Hence, the funding approvals are likely to follow. In the Committee's opinion, the time when FAA plans to request funding for these necessary engineering changes from the Department is an entirely different matter from whether or not the changes are necessary to meet valid NAS plan requirements.

FAA also informed the Committee that it intends to meet this $1,000,000,000 cost increase in the NAS plan with aggressive value engineering to reduce project costs. The Committee commends this attitude, but intends to closely monitor FAA's actual progress.

Regarding the $6,500,000,000 identified as other capital needs, the Committee believes that characterizing these engineering revisions as either NAS plan or other capital projects is not nearly as important as knowing what they imply about the cost of air traffic control modernization under the existing NAS design.

CAUSES OF NAS PLAN DELAYS

The Committee strongly endorses the position taken by the House in its report regarding the underlying causes for delays in implementing NAS plan projects.

Regarding current NAS plan schedule reliability, FAA has testified that the schedules contain a reserve or margin to establish a high level of confidence that they will be accomplished on time. Unfortunately, the Committee found the current NAS schedule to be anything but reassuring. Of the 67 currently active NAS projects, 26 have already missed their milestone schedules.

The Committee has several concerns about the effects these delays may have on NAS plan implementation and the scope and costs of interim improvements that must be made to the current air traffic control automation system in terminal control facilities.

TEST AND EVALUATION PROGRAM

The Committee does not wish to see pressures to field new NAS plan equipment become the justification for compromising a thorough test and evaluation program. In that regard, the Committee notes that FAA has not progressed far enough in eliminating test and evaluation problems reported in the past. The Committee expects that the test and evaluation program will be given priority attention and top level support to assure that it is expeditiously and properly implemented. In that regard, the needs and responsibilities of the intended users of the system or equipment must be thoroughly addressed at the proper time so that subsequent performance problems with their attendant adverse effects on costs and schedules do not continue to plague NAS plan progress.

INTERIM SUPPORT PLAN

The current air traffic control automated system at terminal radar approach control [TRACON] facilities will have to be sustained until the late 1990's when the advanced automation system to be developed under the NAS plan is deployed. In order to be able to handle the increasing workload requirements on the system, FAA has designed an interim support plan with an estimated cost of over $500,000,000. As part of this plan, FAA will need to procure computer components that are compatible with current equipment as well as some new equipment. This means that these components will range from obsolete 1960's processor technology to modern solid-state equipment.

The interim support plan is based on the improvements being made in the New York TRACON. Those improvements were originally estimated to cost $45,000,000, but the project was hampered by various technical problems. Schedule slippages ensued, the original plan had to be modified, and total program costs are now expected to reach $97,400,000.

The Committee supports the objectives of the interim support plan. However, the Committee believes that the problems FAA has experienced in making improvements at the New York TRACON emphasize the need for FAA to assure that any operational problems are identified and resolved before additional equipment is procured.

Overall, the Committee concurs in the GAO opinion that the NAS plan implementation problems experienced to date dictate the need for FAA to prioritize NAS requirements. FAA must manage the plan to ensure that resources are applied to the most critical modernization activities and that transition plans account for whatever additional staffing and other resources are needed.

AIRPORT AND AIRWAY TRUST FUND SPENDING

The Committee firmly endorses and appreciates the efforts of the House to dispel certain widespread erroneous notions regarding FAA funding levels and the balance of the airport and airway trust fund.

There is an additional matter that the Committee believes should be clarified because it is also widely misunderstood. That is the notion that the balance in the trust fund represents a surplus and that the trust fund balance is used as a gimmick to understate the size of the budget deficit. The budget deficit is determined by calculating the difference between total receipts and total disbursements to the Government. In any given year trust fund receipts and disbursements are part of this calculation; the balance in the trust fund is not. In fact, if trust fund expenditures exceed the total receipts to the fund in any one year, that difference would, in effect, add to the amount of the deficit, regardless of the size of the balance in the trust fund in that year.

HEADQUARTERS ADMINISTRATION

Appropriations, 1988	$35,520,000
Budget estimate, 1989	37,057,000
House allowance	36,460,000
Committee recommendation	37,000,000

The Committee recommends an appropriation of $37,000,000 and 530 positions for the following activities:

Executive direction.—Establish and direct the implementation of policy and broad technological, operational, and managerial concepts.

Communications control.—Provide key agency officials with effective executive telecommunications.

Public affairs.—Ensure that relevant information concerning FAA is consistently presented in a factual and timely manner.

Legal.—Provide legal counsel and advice for the handling of all legal matters with which FAA is concerned, in order to insure conformance with all legal requirements of all applicable laws, rules, regulations, and orders.

Planning and policy.—Recommend FAA policy and plans; identify needed national air system changes; perform economic analysis of regulations.

Accounting.—Provide accounting, financial advisory, and audit liaison services.

Budget.—Identify and define budgetary needs and assure that they are effectively presented to the Office of the Secretary of Transportation, Office of Management and Budget, and congressional committees,

and that funds and other resources available to the agency are effectively utilized.

Civil rights.—Assure full and affirmative implementation of civil rights and equal opportunity precepts within the Federal Aviation Administration.

International aviation.—Ensure adequacy of international aviation system policies, and maintain effective liaison with foreign governments.

Management systems and data systems.—Develop and administer the implementation and operation of FAA organizational plans, management systems and controls, and administrative standards and procedures; provide data processing, editorial, graphics, and publishing services.

The Committee recommendation for headquarters administration is $57,000 less than the budget estimate, $540,000 more than the House allowance, and $1,480,000 more than the fiscal year 1988 program level. The Committee recommendation restores the reduction of 15 full-time permanent positions and associated costs made by the House. The Committee believes that the requested additional positions are consistent with the need to assure adequate management and administration of FAA activities.

EXPANDED EAST COAST PLAN—NOISE REDUCTION MEASURES

The Committee is extremely concerned about the unintended noise impacts that have resulted from implementation of the expanded east coast plan [EECP], beginning in 1987.

The Committee directs the Federal Aviation Administration to make changes to the EECP to address those noise problems. In making such changes, the Committee expects FAA to restore, to the extent practicable, inbound flight patterns to the altitude used prior to implementation of the EECP. The FAA should also consider other modifications to the EECP, including, but not limited to, more extensive routing of flights over coastal waters and extensive modification of air traffic routes during off-peak periods, such as nights and weekends.

The Committee understands that the FAA and Port Authority of New York and New Jersey are jointly conducting a study of aircraft noise levels related to the EECP. The Committee directs the FAA, within 90 days of the completion of that study, to take such corrective action as may be necessary to alleviate noise problems identified in the study.

The Committee also directs the FAA to work with the air carriers serving Newark International Airport to explore all possible means of accomplishing this goal.

SMOKING BAN ENFORCEMENT

The Committee directs the Federal Aviation Administration to report by July 27, 1988, on enforcement of the rule on smoking on aircraft which was included in last year's continuing appropriation resolution. The report should include a description of the agency's procedures for

enforcing the ban, a list of reported violations of the ban, and penalties imposed and collected as a result of violations of the ban. The Committee believes that enforcement is essential to the public's understanding of the seriousness of the ban and its contribution to the safety of passengers and crew.

IMPOSITION OF GROSS RECEIPTS FEES ON OFF-AIRPORT CAR RENTAL COMPANIES

The Committee has been asked to review legislation relating to the imposition of gross receipts fees on off-airport car rental companies. The Committee believes that these fees should be reasonable, should not discourage competition in the private sector, and should be consistent with the statutory obligations of the airports to meet their financial obligations. To assist in the further consideration of the issue, the Committee directs the Secretary of Transportation to undertake a review of the imposition of such fees on these companies, specifically to include whether such fees are anticompetitive, and the relative impact on airports of the revenues of fees derived from on and off-airport car rental companies, and to report back to this Committee and to the Senate Committee on Commerce, Science, and Transportation and the House Committee on Public Works and Transportation by March 30, 1989. The Committee expects the Secretary to consult with the Chairman of the Federal Trade Commission in conducting this study.

PROPOSED NEW TERMINAL CONTROL AREAS

The Committee is concerned about the rulemaking process for the proposed additional terminal control areas [TCA's] within U.S. airspace. Of particular concern is the need to obtain input on the configuration of proposed TCA's from persons who use the airspace which will be affected by the proposed TCA. While air safety is the first priority for this Committee, the Committee wishes to emphasize that the Federal Aviation Administration [FAA] should provide as much opportunity as possible for the consideration of the views of the local aviation communities prior to the establishment of a TCA configuration.

Therefore, the Committee directs the FAA to hold an informal airspace meeting before issuing a notice of proposed rulemaking to establish a TCA. The Committee also directs the FAA to hold at least one informal airspace meeting to resolve any problems that may have arisen at the close of the first year of implementation of any TCA proposed after August 1, 1987. Holding such airspace meetings following the first year of implementation will correspond to FAA's procedures currently in effect for review of the establishment of airport radar service areas.

WESTCHESTER COUNTY AIRPORT

The Committee understands that a proposal to expand the Westchester County Airport in New York State is being considered by the Federal Aviation Administration. The Committee further understands that there has been much concern and controversy about the impacts of such expansion on the environment of the surrounding towns. A 1985

court settlement resulted in a cap on the total number of commercial passengers using the airport, which is currently set at 240 persons per one-half hour or approximately 2.5 million persons a year. In order to fully understand the impacts of expanding the Westchester County Airport, the Committee directs the Administrator of the Federal Aviation Administration to undertake a comprehensive environmental assessment to determine ambient noise levels, aircraft noise levels, appropriate noise abatement techniques, and the environmental impact of the proposed terminal, parking, and road network expansion plans. The assessment should be made in consultation with the Administrator of the Environmental Protection Agency, the local governments of the towns surrounding the airport in Westchester County, NY, and Fairfield County, CT, and interested private individuals. The assessment should be completed no later than September 1990. The Committee believes that any expansion undertaken before completion of this assessment would be premature and counterproductive, and expects that the results of the assessment would be used in any determination of a new passenger cap.

NATIONAL AVIATION INSTITUTE

The Committee strongly endorses the proposed establishment of the National Aviation Institute [NAI] in southern New Jersey. The Committee also recognizes and commends the commitment to and support for this endeavor provided by the State of New Jersey and local industry. The Committee views the formation of the NAI as an innovative and meritorious initiative for the advancement of the state of American aviation. The challenges that lie ahead for aviation are substantial and underscore the need for both ingenuity and cooperation in pursuit of common goals.

The NAI could serve as a vitally needed link and catalyst for the diverse interests and concerns of the aviation industry, higher education, and government. In its unique role it could help assure that substantive progress in advancing the development and safety of air commerce in the United States is achieved. The Committee therefore expects FAA to continue its cooperative efforts with the State and industry to help define the proper role of government, including the scope and nature of any appropriate support. In that regard, the Committee directs FAA to prepare a report to the Committee by not later than August 31, 1988, as to how the objectives of Federal laws regarding technology advancement, air commerce, and aviation safety can be promoted through Federal support for the NAI.

OPERATIONS

Appropriations, 1988	$3,148,520,000
(By transfer)	(9,700,000)
Budget estimate, 1989	3,444,000,000
(By transfer)	(10,000,000)
House allowance	3,400,000,000
(By transfer)	(10,000,000)
Committee recommendation	3,425,330,000
(By transfer)	(10,000,000)

FAA's "Operations" appropriation provides funds for the operation, maintenance, communications, and logistic support of the air traffic control and navigation systems and activities. It also covers the administration and management of the regulatory, airports, medical and engineering and development programs.

The bill includes a total of $3,435,330,000 (including transfers) for the operations activities of the Federal Aviation Administration, of which $55,150,000 shall be derived from the Airport and Airway Trust Fund. The account total is $276,810,000 more than the amount appropriated for fiscal year 1988, $18,670,000 less than the budget estimate, and $25,330,000 more than the House allowance.

As in past years, FAA is directed to report immediately to the Committees on Appropriations in the event resources are insufficient to operate a safe and effective air traffic control system.

The activities of the operations accounts comprise nine main areas:

Operation of air traffic control system.—The operation of a national system of air traffic management in the United States, its territories, and its possessions on a 24-hour basis.

Installation and materiel services.—Procurement, contracting, and materiel management programs; administrative communications; supply; and other logistics support.

Maintenance of air traffic control system.—The direction and engineering services related to the maintenance, improvement, and modification of facilities and equipment in the traffic control system; technical operation and maintenance of a national network of air navigation aids and traffic control facilities.

Leased telecommunications services.—Finances the noncapital costs of FAA's operational telecommunications system.

Administration of Aviation Standards Program.—The promotion of flight safety of civil aircraft by assuring the airworthiness of aircraft; the competence of pilots, aviators, and aviator technicians; the adequacy of flight procedures and air operations; the evaluation of inflight facility performance for compliance with prescribed standards; the use and maintenance of the FAA's aircraft fleet; the medical fitness of personnel in the national airspace system; and the conduct of the Civil Aviation Security Program.

Development direction.—The planning, direction, and evaluation of the engineering and development program, direct project costs of which are financed under the research, engineering, and development appropriation.

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Administration of Airports Program.—Mainly, the administration of airport grants and the safety certification of airports.

Human resources management.—Administration of employee recruitment, development, compensation, training, and labor-management relations programs.

Direction, staff, and supporting services.—Administrative and housekeeping costs that support the primary programs of the agency.

The following table summarizes the Committee's recommendation in comparison to the budget estimate and House allowance.

[Dollars in thousands]

	Fiscal year 1988 program level[1]	Fiscal year 1989 budget estimate	House allowance	Committee recommendations
Operation of air traffic control system	[2]$1,420,600	[3]$1,540,396	[3]$1,541,880	$1,540,396
(Positions)	(26,220)	(27,085)	(27,277)	(27,181)
Installation and materiel services	$183,560	$202,327	$191,386	$198,657
(Positions)	(1,415)	(1,485)	(1,485)	(1,485)
Maintenance of air traffic control system	$637,414	$696,969	$680,719	$681,969
(Positions)	(10,399)	(10,399)	(10,399)	(10,399)
Leased telecommunications services	$242,933	$257,876	$255,380	$257,876
Administration of aviation standards program	$333,942	$378,179	$377,269	$378,179
(Positions)	(5,537)	(6,035)	(6,035)	(6,035)
Development direction	$9,487	$9,736	$9,700	$9,736
(Positions)	(136)	(137)		(137)
Administration of Airports Program	$30,180	$32,558	$32,558	$32,558
(Positions)	(472)	(472)	(472)	(472)
Human resources management	$235,974	$259,542	$259,042	$259,542
(Positions)	(1,209)	(1,256)	(1,256)	(1,256)
Direction, staff and supporting services	$79,673	$89,807	$85,766	$89,807
(Positions)	(913)	(963)	(938)	(963)
Management initiatives		-$13,390	-$23,700	-$13,390
Total	$3,173,763	$3,454,000	$3,410,000	$3,435,330
Positions	(46,301)	(47,832)	(47,998)	(47,928)

[1] Includes $15,543,000 carryover from fiscal year 1987.
[2] Assumes obligation of $9,700,000 provided by transfer for reemployed annuitant program.
[3] Assumes obligation of $10,000,000 provided by transfer for reemployed annuitant program.

OPERATION OF AIR TRAFFIC CONTROL SYSTEM

The Committee recommends a total of $1,540,396,000 for the operation of the national air traffic control and flight service system. This is the same as the budget estimate and $1,484,000 less than the House allowance. The amount recommended will support 27,181 positions which is 96 less than the House allowance and 96 more than the budget request. It restores one-half of the position reductions proposed for the flight service station part of the air traffic control system. The Committee believes that the funds provided are adequate to cover the costs of the 96 positions restored. The Committee expects FAA to better control personnel-related costs through a more cost-conscious approach

to the management of the hiring rate of new personnel. Additional savings are anticipated in nontraining-related travel and transportation costs through improved management control.

Air traffic control centers and towers

The Committee recommends $1,190,580,000 and 21,849 positions for the operation of air route traffic control or enroute centers, terminal radar approach control facilities [TRACON's] and airport traffic control towers. This is $1,500,000 less than the budget estimate and $1,800,000 less than the House allowance.

Wilkes-Barre/Scranton International Airport.—The Committee has been informed of the possible need for 24-hour a day air traffic control at the Wilkes-Barre/Scranton International Airport.

The Committee understands that costs associated with this extension of hours could run to approximately $130,000. The FAA is directed to report to the Committee not later than July 8, 1988 (or prior to conference consideration of this bill, whichever comes first) on its recommendation with respect to the extension of operational hours and any associated costs.

CONTROLLER WORK FORCE

The bill contains a general provision requiring, at a minimum, an air traffic controller work force of 16,800, of which at least 10,832 shall be full performance level [FPL] controllers as of September 30, 1989. The provision also requires that at least 70 percent of the air traffic controller work force at each center and level 3 and above terminal shall have achieved operational controller status as of September 30, 1989. These requirements are consistent with FAA's own goals and the Committee expects FAA to make every effort to achieve them.

The Committee continues to be concerned about the adequacy of the models FAA uses to project its staffing requirements. While FAA cites "changes in the work environment and the actual job requirements of air traffic controllers" as the reason why its staffing standard for terminal facilities is being revised, we know of no fundamental changes in a controller's job since this standard was developed in 1985. Rather, as reported by GAO, FAA's assumption that the air traffic system could operate on average rather than peak staffing has been proven incorrect. The Committee believes that adequate oversight of these standards is essential to the formulation of realistic staffing requirements for air traffic controllers and other essential workforces.

The Committee also understands that FAA is experiencing difficulty in attracting employees to be FAA Academy instructors. The Committee is concerned as to whether current FAA policies act in such a way as to discourage high-quality employees from opting for instructor positions. Therefore, the Committee expects FAA to evaluate its policies and make whatever changes are needed to enhance its training program.

Reemployed annuitant program.—The Committee concurs in the House allowance of $10,000,000, by transfer, to provide FAA the opportunity to employ annuitants as a means of retaining experienced personnel in the work force.

West Virginia air traffic control facilities.—The Committee directs that no air traffic control towers in the State of West Virginia shall be closed during fiscal year 1989.

Flight service stations

Flight service stations [FSS's] provide a variety of important services principally for general aviation pilots. The major services include: (1) the provision of flight assistance (preflight, inflight, and emergency) including accepting and closing flight plans; and (2) the collection and dissemination of meteorological and aeronautical information.

FAA plans to continue its program to automate FSS operations which would allow substantial consolidations and reductions in FSS personnel. In fiscal year 1989, according to the budget, FAA plans to consolidate 23 FSS's into automated facilities equipped with model 1. Regarding FSS closures and consolidations, the Committee reiterates its previous direction to FAA regarding the conditions that must be met prior to any closures and consolidations.

The Committee recommends $209,882,000, which is $1,500,000 less than the House allowance and $1,500,000 more than the budget estimate. The Committee's recommendation provides 4,296 positions and restores 96 of the 192 positions proposed for elimination. The Committee observes that FSS operations are expected to be slightly increased over the current year and that FSS overtime usage is also expected to remain at the current level. The Committee also observes that although the position reductions may be predicated primarily on anticipated workload reductions through implementation of the direct user access terminal, FAA does not have staffing standards for the automated flight service stations. In that regard, pilots are already experiencing extended delays in getting services from the new, automated FSS's during peak activity periods because the facilities are not staffed to meet peak demands, according to FAA.

Planning, direction, and evaluation

The Committee recommends $139,934,000 and 1,036 positions to support this subactivity. This is the same as the budget request and $1,816,000 more than the House allowance. The Committee is encouraged by the FAA's response to its direction last year that FAA establish an independent air traffic safety program. However, the Committee continues to believe that the program should ultimately be extended down to the major facility level and not be restricted to limited staffing at the regional level. The Committee recognizes the current staffing limitations in terms of the need for experienced personnel to be available for air traffic control duties. At the same time the Committee does not agree that the planned air traffic evaluation program satisfies the need for greater objectivity. Therefore, the Committee expects FAA to work toward the assignment of a separate safety manager at each major facility under the cognizance of the Office of Aviation Safety, as resource levels permit.

INSTALLATION AND MATERIEL SERVICES

The Committee recommends $198,657,000 and 1,485 positions for the activity. The Committee's recommendation is $3,670,000 less than the budget estimate and $7,271,000 more than the House allowance. It is also $15,097,000 more than the fiscal year 1988 enacted level, including 70 additional positions.

The Committee's recommendation is based on reductions in the amounts requested for various administrative expenses.

MAINTENANCE OF AIR TRAFFIC CONTROL SYSTEM

The Committee recommends $681,969,000 and 10,399 positions for maintenance of the air traffic control system. The Committee's recommendation is $15,000,000 less than the budget estimate and $1,250,000 more than the House allowance. In that regard, the Committee concurs in the position taken by the House eliminating $15,000,000 requested for the first-year costs of a pilot test of contractor performance of maintenance of certain national airspace system facilities. The Committee's recommendation fully approves the staffing level for the field maintenance staff proposed in the budget estimate.

The Committee reiterates its concern that maintenance technician hiring and training is not keeping pace with expanding workload requirements and attrition. In addition, the Committee notes that FAA did not comply with its previous directive that FAA show in its fiscal year 1989 budget request the impact of NAS equipment warranties on maintenance personnel staffing. The Committee, therefore, directs FAA to show in its fiscal year 1990 budget request: (1) the extent to which NAS equipment in place or under contract is covered by warranty provisions which stipulate that the equipment must be maintained by contractor representatives, and (2) the effects of these requirements on current and projected field maintenance staffing.

LEASED TELECOMMUNICATIONS SERVICES

The Committee recommends $257,876,000 for this activity. The Committee's recommendation is the same as the budget estimate and $2,496,000 above the House allowance. It also represents an increase of $14,943,000 over the fiscal year 1988 enacted level.

The Committee views with concern the continued substantial increases in the costs of telecommunications. The requested level of $257,876,000 for fiscal year 1989 represents a 30-percent increase over the actual level for fiscal year 1986. The operations portion of the leased telecommunications program is procured through the Defense Commercial Communications Office [DECCO] of the Department of Defense. This represents about 83 percent of total costs. Unification of DOD and FAA procurement of leased telecommunications services is ostensibly intended to assure that the Government receives the maximum economies possible. The Committee, however, is not satisfied that sufficient economies are being achieved and that the year-to-year rates of increase are inordinate when measured against the rates of increases

in FAA air traffic operations. Therefore, the Committee expects DECCO to make greater efforts in assuring that the Government obtains the best rates possible for leased telecommunications services. The Committee also expects FAA to continue to subject the telecommunications service area to stringent management review and oversight so as to achieve whatever economies may be feasible.

ADMINISTRATION OF AVIATION STANDARDS PROGRAM

The Committee recommends $378,179,000, and the requested 6,035 positions for this activity. The increase of 498 positions over the fiscal year 1988 level includes: 50 additional civil aviation security positions; 23 additional certification positions; 300 additional operations and maintenance and 100 support personnel positions; 13 additional aviation safety positions; and 12 additional positions for the aviation medical program. The Committee's recommendation is the same as the budget estimate and $910,000 above the House allowance. The recommended level represents an increase of $44,237,000 over the fiscal year 1988 enacted level.

The Committee continues to remain concerned about the training program for safety inspectors, and in particular, about the training backlog at the FAA academy.

Airport security rulemaking

The Committee endorses a strong security system at our Nation's airports and supports the FAA's efforts to improve detection and screening systems. The NPRM issued on March 11, 1988 (access to secured areas of airports), proposes installation of a computer-controlled card system for access to secured areas of 269 U.S. airports. The Committee believes a system utilizing this technology has significant potential benefits.

However, the Committee has been made aware of several important issues and concerns that FAA should carefully consider in developing a final rule. Among the more significant are the following:

(1) *Total cost estimates.*—It has been suggested that FAA's economic impact statement seriously underestimates the total cost of installing such a system at all 269 airports.

(2) *Implementation schedule.*—There is also concern that the NPRM assumes an unrealistic timeframe for deployment of such a system.

(3) *Compatibility among airport systems and airlines.*—It has been pointed out that the NPRM does not address the need for interairport and interairline standardization in this connection.

(4) *Differential security requirements.*—The implications of differential degrees of threat at different sizes and types of airports should be reviewed in assessing the cost and benefits of the system or systems finally required.

Before proceeding with selection and installation of an appropriate system or systems, the Committee will expect FAA to perform operational testing at selected airports. This testing may be accomplished within available funds through the normal reprogramming process.

International civil aviation aircraft data base

The Committee understands that the FAA has contemplated a project to accomplish research on an international civil aviation operator data base. FAA has been working with Wichita State University to implement this project which will provide data for critical safety, security, system planning, and other FAA activities. Pursuant to section 320 of this act, the Committee expects FAA to carry out its commitment to establish this program, and, within available funds, makes available up to $500,000 for this purpose.

DEVELOPMENT DIRECTION

The Committee recommends $9,736,000 and 137 positions for the planning, directing, monitoring, and coordinating of FAA's research, development, engineering, test, and evaluation programs, excluding medical activities. The Committee 's recommendation is the same as the budget estimate and $36,000 and one position above the House allowance.

ADMINISTRATION OF AIRPORTS PROGRAM

The Committee concurs in the House allowance and recommends the full budget estimate of $32,558,000 and 472 positions for this program. The amount recommended represents a $2,378,000 increase over the fiscal year 1988 level. Under this program, FAA makes airport safety and certification inspections, assures compliance with safety standards, resolves environmental issues, operates the Airports Grants Program, and carries out other activities associated with the development and improvement of the Nation's system of public airports.

HUMAN RESOURCES MANAGEMENT

The Committee recommends $259,542,000 and 1,256 positions for human resource planning and evaluation, and the administration of FAA employee recruitment, compensation, centralized training, employee relations, and labor-management relations. The Committee's recommendation is the same as the budget estimate and $500,000 more than the House allowance. It provides for all of the requested positions. The recommended funding represents an increase of $23,568,000 and 47 positions over the fiscal year 1988 level.

DIRECTION, STAFF, AND SUPPORTING SERVICES

The Committee recommends $89,807,000 and 963 positions for this activity which supports FAA's primary programs. The Committee's recommendation is the same as the budget estimate and $4,041,000 above the House allowance. The amount recommended represents an increase of $10,134,000 and 50 positions over the fiscal year 1988 enacted level. It also restores the reduction of 25 positions made by the House.

The Committee recognizes that inadequacies in support staff and related resources can delay the progress FAA needs to make in many of

its programs. However, the Committee also believes that savings should be achieved through better management control of FAA's contracts for supplies and services, travel, transportation, and other administrative costs.

MANAGEMENT INITIATIVES

The budget estimate includes anticipated savings of 876 FTE's and $13,390,000 related to A–76 studies to be completed in 1988. FAA assures the Committee that none of these savings will come from the controller work force or the maintenance of the air traffic control system. The Committee concurs in the FAA's estimate and does not concur in the additional reduction of $10,310,000 made by the House for assumed savings in contributions to the Federal Employees Retirement System [FERS]. The Committee believes that as more new hires come into the FAA, the percentage of those employees covered by FERS will likely rise to the level estimated by FAA.

FACILITIES AND EQUIPMENT (AIRPORT AND AIRWAY TRUST FUND)

Appropriations, 1988	$1,108,056,000
Budget estimate, 1989	1,600,000,000
House allowance	1,486,000,000
Committee recommendation	1,293,060,000

Under the "Facilities and equipment" appropriation, safety, capacity and efficiency of the Federal airway system are improved by the procurement and installation of new equipment and the construction and modernization of facilities to keep pace with aeronautical activity and in accordance with the Federal Aviation Administration's comprehensive national airspace system [NAS] plan.

The bill includes an appropriation of $1,293,060,000 for the facilities and equipment of the Federal Aviation Administration. This is $185,004,000 over the fiscal 1988 level, $192,940,000 less than the House amount, and $306,940,000 less than the budget request. The recommended program level, however, is $1,543,060,000. The funding breakdown follows:

	Fiscal year 1988 appropriation[1]	Fiscal year 1989 budget estimate	House allowance	Committee recommendation
Air route traffic control centers	$442,767,400	$583,952,300	$559,356,000	$578,223,900
Airport traffic control towers	270,357,600	484,175,500	461,760,000	476,506,900
Flight service facilities	80,451,700	52,200,000	50,800,000	51,800,000
Air navigation facilities	62,868,900	149,713,100	127,057,000	124,813,600
Housing, utilities, and miscellaneous	211,614,400	307,152,000	264,224,500	286,908,500
Aircraft and related equipment	29,296,000	9,867,100	9,862,500	11,867,100
Development, test, and evaluation	10,700,000	12,940,000	12,940,000	12,940,000
Carryover				–250,000,000
Total	1,108,056,000	1,600,000,000	1,436,000,000	1,293,060,000

[1] Includes requested reprogramming.

The reduction from the estimate has two components. The first comprises an assortment of savings related to administrative cost control and program revisions amounting to $56,940,000. The second reflects: (*a*) an accounting change with respect to the treatment of personnel and related costs and (*b*) the application of unobligated balances from projects which have experienced delays. These changes in financing will reduce carryover but will have absolutely no impact on actual program level. FAA will, in other words, be able to develop, procure, and deploy all the equipments, facilities, and systems budgeted (with the exception of the minor program changes referred to above) notwithstanding a nominally lower amount of new budget authority. These changes in accounting are explained in greater detail below.

The Committee intends to continue careful oversight of this matter and directs FAA to submit a report showing the planned distribution of these carryover balances among projects and activities no later than October 30, 1988. The actual redistribution of funding, of course, will be accomplished through the normal reprogramming procedure.

FACILITIES AND EQUIPMENT CARRYOVER

The "Facilities and equipment" account is characterized by large and growing carryover balances. This year, for example, the current deferral in this account, according to the latest OMB report on rescissions and deferrals, totals $1,329,907,000. This represents an increase in the amount deferred since the beginning of this fiscal year of $450,858,000. Moreover, the budget for fiscal 1989 projects an end of year unobligated carryover of $1,725,835,000, an increase of $345,928,000. In fiscal 1987, direct obligations totaled $991,785,000. For the current year, total direct obligations are projected to decline to $911,836,000. The budget anticipates an acceleration in the rate of obligations in fiscal 1989 to a level of $1,254,073,000. Even if we assume that FAA will be able to achieve this 37-percent increase in the obligation rate, though, the unobligated balance will still continue to rise.

This growing backup in the "Facilities and equipment" funding pipeline is disturbing because it reflects weaknesses in financial and program management. Specifically, the Committee has determined that, apart from the effects of full funding—that is, appropriating the total cost of multiyear acquisitions in the first year—a significant proportion of this expanding backlog in F&E funds is attributable to: (1) schedule slippages in major NAS plan projects and (2) the inclusion of outyear personnel and related overhead costs in budget requests for multiyear projects.

Schedule slippages—The problems FAA has encountered in managing the multibillion dollar NAS plan have been thoroughly documented in the Committee's hearing record and GAO studies. For example, a GAO report entitled, "Aviation Acquisition: Improved Process Needs To Be Followed" (GAO/RCED–87–8, March 1987) disclosed that there have been delays ranging from 1 to 8 years in the 11 major NAS plan projects. According to GAO, these delays were result of FAA's underestima-

tion of: (1) the complexity of highly automated systems; (2) the time needed to develop system software; and (3) the interdependency among the systems. FAA, when asked to comment on GAO's analysis, responded:

> Certainly, technical complexity, software development, and system interdependencies have caused delays in implementing the NAS plan projects. The original NAS plan was optimistically cast and, unfortunately, did not anticipate the depth of the software management and software integration and computer programming that have been the pacing items getting through the engineering and design problems. Some of our original estimates for software have grown as much as 100 percent.

More recent information indicates that, overall, 26 of 67 currently active NAS projects have missed their milestone schedules.

The table from the House hearing record in the House report is instructive on this point and is reproduced below:

NAS PLAN ACQUISITION DELAYS

	1981 implementation dates	1983 implementation dates	Current implementation dates	Note
Air route traffic control centers	1988	1990	1993	(1)
Voice switching and communications system	1988	1989	1991	(2)
Host computer	1985	1986	1987	(3)
Microwave landing system	1983	1985	1989	(4)
Central weather processor	1985	1990	1990	(5)
Flight service automation system	1983	1984	1987	(5)
Radio microwave link	1983	1985	1986	(6)
Long-range radar	1987	1988	1991	(7)
Airport surveillance radar (ASR-9)	1985	1985	1988	(8)
Mode S	1986	1986	1990	(4)
Aircraft fleet conversion	1983	1983	1988	(9)

[1] Delayed due to performance problems with design competition contractors and revised requirements.
[2] Implementation affected by underestimation of design problems incurred by both firms in design-competition phase.
[3] Delay due to contractor performance in design-competition phase.
[4] Delay due to contractor performance problems.
[5] Delay due to underestimation of software development requirement.
[6] Program approval was received late from OST. more competitive bids were received than anticipated.
[7] Program delayed due to funding shortfalls and delayed initiation. (Note: OST cited delay in consummating FAA/USAF agreement on number of systems and cost share.)
[8] Implementation delayed due to contractor performance problems.
[9] Program delayed due to late specification changes and late submission of KDM No. 4 to OST.

There can be no doubt that these delays have produced substantial deviations from planned obligation rates in the F&E appropriation. The Committee believes that a portion of the substantial balances that result should be applied to finance the program the Committee has approved.

Furthermore, in order to assure better tracking of the budgetary implications of project schedules and deviations therefrom, the Committee directs FAA and the Department to submit planned obligation schedules for each fiscal year for the projected duration of the projects for which funds are requested. The Committee also directs FAA and

the Department to notify the Committees on Appropriations of the House and Senate immediately of any deviation from planned obligation rates in excess of 10 percent.

Personnel and overhead cost budgeting.—Unlike virtually any other Federal agency, FAA has been including funds for outyear personnel compensation and benefits [PC&B] and related overhead in its requests for F&E procurements. This means, in other words, that the appropriations that have been requested and provided for capital acquisitions have contained an amount to pay the salaries and expenses of personnel in future fiscal years. This violates one of the standard principles of accepted budgetary practice, namely, that the expenses of direct hire personnel should be budgeted for the year in which they are employed. But more to the point here, this practice inevitably and artificially inflates both carryover and the need for additional new budget authority. Money to pay people cannot, by definition, be spent until the people are actually on board in the fiscal year for which their services are required. And so it makes little, if any, sense in a constrained budget environment to continue pouring dollars into an already backlogged procurement pipeline for this purpose.

This approach, moreover, serves to conceal the personnel and overhead costs associated with systems being acquired, inasmuch as the congressional presentation documents contain no separate breakout for administrative costs. Reform is obviously long overdue.

The Committee, therefore, directs FAA and the Department to present and justify all requests for funding to finance personnel and related overhead requirements under a separate "Administrative Expenses" activity beginning with the fiscal 1990 budget. This activity should include PC&B, travel, and personal services contracts. Further, the funding for this activity should be limited to the fiscal year for which appropriations are requested and no funds for PC&B and related costs should be included in requests for specific procurement projects. The costs funded under "Administrative expenses," however, should be crosswalked to the budget activities.

This reform means that personnel and related funds that are (1) included in the fiscal 1989 request for subsequent fiscal years and (2) in the pipeline for out-years after fiscal 1989 from appropriations made in prior fiscal years are no longer necessary. Preliminary estimates of the total amount of these funds vary from $130,000,000 to as much as $160,000,000 or more.

In sum, the $250,000,000 in carryover the Committee is recommending be substituted for new budget authority represents a conservative combined total of funding for out-year personnel and related costs and unobligated balances due to schedule slippages.

AIR ROUTE TRAFFIC CONTROL CENTERS

The Committee recommends $578,223,900 for various improvements at air route traffic control (en route) centers. This is a 30-percent increase over the fiscal year 1988 funding level. It also provides

$18,867,900 more than the House allowance and is only $5,728,400 below the budget estimate.

The Committee's recommendation provides the same funding as the House allowance for each of the programs within this account, except as follows:

Long-range radar program.—The Committee's recommendation provides $160,934,300 and restores $92,300 of the reduction made by the House for improvements at various enroute radar facilities.

Gap-filler radar.—The Committee understands that FAA is studying the installation of a gap-filler beacon only radar system for the central Rocky Mountain region. This radar would provide coverage along the Continental Divide west of Denver thereby enhancing air traffic control capabilities and safety. The Committee expects that FAA will complete its study on this project and provide a report on its results by July 1, 1989.

Advanced automation system.—The Committee recommends $210,000,000 to allow FAA to proceed with the acquisition phase of the AAS. The Committee further approves the use of funds appropriated in fiscal year 1988 to allow the award of an incrementally funded fixed price acquisition contract scheduled for August 1988. The AAS program is the centerpiece of the NAS plan and it's total costs will reach between $5,000,000,000 and $6,000,000,000.

The fiscal year 1989 funding recommended by the Committee is the same as the House allowance and is only $2,000,000 less than the budget estimate. FAA estimates that $157,300,000 of the amount requested will be spent on the prime contract. The fiscal year 1989 funding will be used for various activities including completing certain hardware and software development and the critical design review of the terminal advanced automation system, beginning various design and site preparation activities, and building the AERA–2 laboratory at the FAA Technical Center.

The Committee also fully endorses the views expressed by the House Committee regarding the need for further analysis of facility consolidation alternatives. Moreover, the Committee concurs in the requirements that FAA prepare a plan that shows the cost-effectiveness of various consolidation alternatives. The plan should be submitted to the Committees in conjunction with funding requests for AAS equipment acquisition and deployment activities.

The Committee also is pleased to note, as did the House Committee in its report, that the additional risk reduction activities directed by the Committees for this program prior to acquisition award have yielded several important benefits. According to FAA, the required tasks did identify and reduce technical risks which would have caused extensive schedule slippage. As a result, a higher benefit-cost ratio will be realized.

AIRPORT TRAFFIC CONTROL TOWERS

The Committee recommends $476,506,900 for terminal area air traffic and weather radars, automation, and other tower equipment and facilities. The amount is $7,668,600 less than the budget estimate. The specific differences between the Committee's recommendation and House allowance are as follows:

Terminal radar programs

The Committee recommends $142,080,000 for the various terminal facility radar programs. This is the same as the House allowance and only $3,000 below the amount requested. It provides the full amounts requested for both the terminal doppler weather radar and the MODE-S programs.

Interrogator beacon.—The Committee recognizes that the unique mountain environment of Pitkin County Airport, located in Colorado, creates severe flight delay problems during inclement weather. Currently, under IFR conditions, the number of takeoffs and landings can be reduced to as low as five per hour severely limiting the capacity of the airport at the height of the seasonal peak demand.

The Committee is encouraged by the FAA's efforts to address this critical problem and understands that a plan will be completed by July 1, 1988. The proposed installation of an interrogator beacon of an ASR-9 radar system could significantly reduce the flight delays experienced by this airport and the Committee urges the FAA to proceed with the installation of the beacon during fiscal year 1988, assuming that it is technically feasible to do so.

The Committee also urges FAA to give priority consideration to establishing an airport surveillance radar at San Angelo, TX.

Sustain New York TRACON

The Committee recommends $28,500,000 for this program. The Committee's recommendation restores $500,000 of the reduction made by the House and is $400,000 less than the budget estimate.

Remote maintenance monitoring

The Committee recommends $50,000,000 for this program. The Committee's recommendation restores $10,000,000 of the $16,456,600 reduction from the budget estimate made by the House.

Airport tower replacement

The Committee recommends $38,000,000 for airport tower replacement which restores a reduction of $1,000,000 made by the House.

Orlando International Airport auxiliary tower.—The Committee understands that FAA has been working with the Greater Orlando Airport Authority to resolve control tower line-of-sight interference problems that would result from runway expansion projects at the airport. Various alternatives are being studied including the construction of a second or auxiliary tower to handle the airport operations for a future third parallel runway.

The Committee has included bill language that sets aside $5,800,000 for construction of an auxiliary tower upon FAA's determination that an auxiliary tower is needed, and upon FAA's approval of the design and location of such tower.

New airport establishments

The Committee recommends $5,000,000, the full amount requested for engineering studies and design work for the new Denver Airport. The Committee's recommendation restores the reduction of $2,000,000 made by the House.

FLIGHT SERVICE FACILITIES

The Committee recommends $51,800,000 for modernization, consolidation, and other improvements of flight service facilities. This is $1,000,000 more than the House allowance and $400,000 less than the budget estimate.

AIR NAVIGATION FACILITIES

The Committee recommends $124,813,600 for air navigation facilities. This is $2,243,400 less than the House allowance and $24,899,500 less than the budget estimate. The specific differences between the Committee's recommendations and the House allowance and/or the budget estimate for the individual air navigation facilities and equipment are discussed below:

VOR, DME, and VORTAC facilities

The Committee recommends $44,000,000 for these navigation aids. The Committee's recommendation restores $4,000,000 of the $8,899,500 reduction made by the House.

MSL/MALSR

The Committee recommends $10,000,000 for the microwave landing system programs. The Committee's recommendation is $5,000,000 less than the House allowance and $10,000,000 less than the budget estimate. The Committee believes that $10,000,000 should provide sufficient funding during fiscal year 1989 to initiate design work leading to first article CAT II and CAT III MLS systems.

Glideslope transmitter and runway light upgrades

The Committee recommends deletion of $1,350,000 provided by the House for upgrades to a glideslope transmitter and middle marker lighting at an Anderson County, SC, airport.

The Committee is also aware of the flight problems caused by frequent adverse meterological conditions at the Clovis Municipal Airport, NM. The Committee expects FAA to closely monitor the extent to which flights have to be diverted due to poor visibility and the lack of precision landing aids with the objective of installing a glideslope transmitter and distance measuring equipment as soon as it can be justified.

The Committee directs FAA to proceed on a priority basis with the installation of a direction finder for the Salisbury Airport, MD.

Instrument landing systems

The Committee concurs in the recommendation of the House to delete the $10,000,000 requested by FAA under the "Facilities and equipment" account to establish ILS's and to allocate funds under the AIP Program for these systems.

HOUSING, UTILITIES, AND MISCELLANEOUS FACILITIES

The Committee recommends $286,908,500 for the various facility-related projects and utilities. This is $20,243,500 less than the budget estimate but is $22,684,000 more than the House allowance.

The specific differences between the Committee's recommendation and the House allowance and/or the budget estimate are discussed below:

Modernize and improve unmanned facilities

The Committee's recommendation of $12,000,000 is the same as the House allowance and $4,007,900 less than the budget estimate.

Airport cable loop systems

The Committee recommends $5,000,000 for these systems. This is the same as the House allowance and $261,800 less than the budget estimate.

Computer-based instruction

The Committee recommends $11,130,000 for this item. This is the same as the House allowance and only $4,800 less than the budget estimate.

Fuel storage tank replacement

The Committee recommends $28,910,400 for the replacement of fuel storage tanks. Although the Committee's recommendation restores $3,910,400 of the reduction made by the House, the Committee also observes that the basis for the budget estimate for this item needs to be improved so that better budgeting oversight of this program can be achieved.

ADP facilities management

The Committee's recommendation of $16,000,000 for this program restores $16,000,000 of the $27,400,000 reduction made by the House. The Committee understands that the amount recommended would be sufficient for essential improvements during fiscal year 1989.

Computer-aided engineering design system

The Committee's recommendation of $9,500,000 for this system restores $1,500,000 of the reduction made by the House.

Maintenance control centers

The Committee's recommendation of $17,000,000 for these centers restores $3,000,000 of the reduction made by the House.

Automated command and control technology

The Committee's recommendation of $8,500,000 for this program restores $1,500,000 of the reduction made by the House.

Systems engineering and integration

The Committee recommendation of $105,000,000 for this contract work is the same as the House allowance and $900,000 less than the budget estimate.

Air navigation/ATC support

The Committee's recommendation of $8,000,000 is the same as the House allowance and $865,000 less than the budget estimate for these activities.

Regional logistics support

The Committee's recommendation of $6,000,000 restores the $1,000,000 reduction made by the House for this activity.

Test equipment/PCB software

The Committee's recommendation of $2,452,400 is $3,600 less than the House allowance and $4,000 less than the budget estimate.

Raleigh-Durham demonstration program

The Committee concurs with the House allowance of $5,000,000 to allow the retention of a new prototype landing aid at the Raleigh-Durham Airport. The funds are to be used to upgrade the system to certifiable status upon the successful completion of the current demonstration program.

Airway science program

The Committee recommends $1,000,000 for continuation of airway science programs. The Committee repeats its previous directive to FAA to award funds on the basis of a competitive grant system that would yield the most salient benefits to FAA. In that regard, the Committee expects that worthy applications from institutions such as the University of North Dakota, Middle Tennessee State University, Polytechnic University, and Kearney State College, NB, to receive priority consideration.

The conference report on House Joint Resolution 395 earmarks $1,425,000 for Polytechnic University. The FAA is directed to treat Polytechnic University as deemed to be eligible for purposes of this earmark.

The Committee also expects FAA to continue its contract with the University of North Dakota for research on aircraft icing and windshear.

AIRCRAFT AND RELATED EQUIPMENT

The Committee recommends $11,867,100 to upgrade, modernize, and equip FAA flight inspection and other aircraft. This is $2,000,000 more than the budget estimate and $2,004,600 more than the House allowance due to the addition of funds for procurement and installation

of automated weather reporting equipment in FAA aircraft. The House had included the $2,000,000 for this equipment under the "Housing utilities and miscellaneous facilities" account.

DEVELOPMENT, TEST, AND EVALUATION

The Committee recommends $12,940,000 for development, test, and evaluation activities. This is the same as the House allowance and the budget estimate.

RESEARCH, ENGINEERING, AND DEVELOPMENT

(AIRPORT AND AIRWAY TRUST FUND)

Appropriations, 1988	$153,425,000
Budget estimate, 1989	155,000,000
House allowance	160,000,000
Committee recommendation	160,000,000

This appropriation finances research, engineering, and development programs to improve the national air traffic control system and to increase its safety, productivity, and capacity. The programs are designed to meet the expected air traffic demands of the future and to promote flight safety. The major objectives are to keep the current system operating safely and efficiently; to protect the environment; and to modernize the system through improvements in facilities, equipment, techniques, and procedures in order to insure that the system will safely and efficiently handle the volume of aircraft traffic expected to materialize in the future.

The bill includes $160,000,000 for research, engineering, and development. This level is $5,000,000 more than the budget request and the same as the House allowance. The Committee suggests the following allocation:

	Fiscal year 1988 appropriation	Fiscal year 1989 budget estimate	House allowance	Committee recommendations
Air traffic control	$92,769,000	$83,078,000	$88,078,000	$88,078,000
Advanced computer	17,566,000	24,017,000	24,017,000	24,017,000
Navigation	2,565,000	3,475,000	3,475,000	3,475,000
Aviation weather	15,333,000	15,057,000	15,057,000	15,057,000
Aviation medicine	4,077,000	4,881,000	4,881,000	4,881,000
Aircraft safety	19,370,000	22,380,000	22,380,000	22,380,000
Environment	1,745,000	2,112,000	2,112,000	2,112,000
Total	153,425,000	155,000,000	160,000,000	160,000,000

AIR TRAFFIC CONTROL

The Committee recommends $88,078,000 for the air traffic control activity. This is an increase of $5,000,000 over the budget estimate and is the same as the House allowance. This activity focuses on the adaptation and application of existing technology to the air traffic control system to enhance its operational safety, productivity, and capacity. Among

the development projects funded are: an airborne traffic alert and collision avoidance system which will operate independently of the ATC system; improved switching systems for controller voice communications; automated en route air traffic control [AERA], which is a key function of the planned AAS system; and air/ground data link capability.

AIRPORT CAPACITY RESEARCH

The Committee concurs with the House in including $25,779,000 for airport capacity research. This is an increase of $5,000,000 over the request. It is clear that airport capacity limitations are emerging as a more and more serious constraint on the national aviation system. And no one doubts that there are implications for the margin of safety as terminal congestion rises.

This additional funding is intended for research on possible capacity improvements identified by industry representatives. Specifically, it is expected that this additional funding will be used to expedite the development, demonstration, and implementation of such concepts as: reducing minimum separation standards for parallel and converging approaches; establishing special capacity task forces at the busiest airports; applications of computer modeling techniques to capacity projects; terminal area automation including automated planning, coordination, and traffic control aids; airspace procedures for triple and quadruple IFR approaches, including simulation and field tests; simulation and field demonstration of new airport pavement, lighting and marking designs to improve runway usage; and wake vortex surveillance and forecasting to enhance airport acceptance rates.

The Committee concurs with the House in the directive that the airport capacity category should include only those research and development projects whose objectives and anticipated benefits are preponderantly in the area of capacity enhancement. The Committee also joins the House in requiring a report, to be submitted by the end of this calendar year, on FAA's plan for carrying out these projects, including completion dates and estimated funding requirements for implementation.

ADVANCED COMPUTER

The bill includes the full budget estimate, $24,017,000, for this activity which supports the development and deployment of NAS plan advanced automation systems for en route and terminal air traffic control. The higher levels of automation envisioned are intended to provide more reliable and safer operations in the context of expanding demand for air traffic services beyond the mid-1990's. The Committee, under the "Facilities and equipment" account, is also recommending: (1) approval of the release of the funds appropriated last year to initiate acquisition of the advanced automation system [AAS], and (2) an additional appropriation of $210,000,000 for the AAS Program in fiscal 1989.

NAVIGATION

The Committee concurs in the House allowance of $3,475,000 for this activity which provides for the expansion and modernization of common aeronautical navigation system facilities. Projects funded in this activity include application of the global positioning system [GPS] to the national airspace system, evaluation of methods to enhance the performance of the existing system, and examination of advanced ATC procedures with MLS curved approach and departure capabilities.

AVIATION WEATHER

The Committee recommends $15,057,000, the full budget estimate, for this activity. This is the same as the House allowance. The goal of the aviation weather program is to improve the timeliness and accuracy of weather information provided to the national airspace system. Elements of this activity are conducted in close cooperation with the National Weather Service, the Departments of Commerce and Defense, and the National Aeronautics and Space Administration. Among the areas emphasized are: weather radar development (NEXRAD and terminal doppler); the central weather processor; airborne windshear detection; expanded low-level windshear coverage; and automated weather observation systems.

Aviation weather information

The Committee recognizes the relevance of the timely acquisition and dissemination of accurate weather information to aviation safety. In September 1986, a 10-member aviation weather task force issued its final report based on an 18-month assessment of aviation weather products and services provided to the aviation community by the National Weather Service [NWS]. The task force report which was submitted to the FAA and NWS, contained 20 recommendations for needed improvements, including 7 deemed vital by the task force. In light of the benefits which could be obtained from improved weather information forecasting and dissemination, the Committee directs FAA to report by March 15, 1989, on the status of FAA's implementation of the task force recommendations.

AVIATION MEDICINE

The bill includes $4,881,000 for aviation health and safety research. This is the same as the budget estimate and the House allowance. Projects funded under this activity focus on: the role of the human operator in the ATC system; the performance and work environment of airmen; the safety and health of pilots and aircrew; and the safety of passengers and certain ground personnel.

AIRCRAFT SAFETY

The Committee recommends $22,380,000 for this activity which supports efforts to foster the design of safer aircraft and to increase the security of air travel. This is the same as the budget estimate and the

House allowance. Principal program elements include research on: aircraft cabin safety; crashworthiness; preserving airworthiness in event of system failures; and explosive/sabotage detection. The amount provided will support continued development of automated explosive and sabotage detection systems.

ENVIRONMENT

The Committee recommends $2,112,000, the full budget estimate, for research on aircraft noise control and pollution problems. This is the same as the House allowance. Among the major program emphases within this activity are studies supporting the development of procedures and equipment for reducing and controlling aircraft noise and engine emissions. Research is also conducted on land use compatibility planning and use restrictions.

AIRCRAFT NOISE REDUCTION

The Committee concurs with the House on the need to have FAA update its 1986 report, "Alternatives Available to Accelerate Commercial Aircraft Fleet Modernization," on policy options for expediting the modernization of commercial aircraft and the replacement of stage 2 with stage 3 models.

GRANTS-IN-AID FOR AIRPORTS

(LIQUIDATION OF CONTRACT AUTHORIZATION)

(AIRPORT AND AIRWAY TRUST FUND)

Appropriations, 1988	($1,063,000,000)
Budget estimate, 1989	(1,110,000,000)
House allowance	(1,160,000,000)
Committee recommendation	(1,129,000,000)

The Airport and Airway Improvement Act of 1982, as amended, authorizes a program of grants of funds for airport planning and development, and noise compatibility planning and projects for public use airports in all States and territories.

The Committee recommends $1,129,000,000 in liquidating cash for grants-in-aid for airports. This increase over the budget is consistent with the Committee's obligation limitation on airport grants.

LIMITATION ON OBLIGATIONS

The bill also includes a limitation on obligations for airport development and planning grants which are financed under contract authority. The limitation recommended for fiscal year 1989 is $1,325,000,000. This is $125,000,000 more than the budget request and $205,000,000 less than the House allowance.

The recommended increase over the budget is intended to support a more rapid expansion of airport capacity. Airport facilities are obviously

a major factor in overall system capacity and safety and will become an increasingly important constraint as the volume of air traffic continues to rise. Accordingly, the Committee expects that FAA will concentrate the resources provided, consistent with statutory requirements, on projects that directly enhance the capacity and safety of the aviation system.

Within the obligation level recommended, the Committee directs that priority be given to grant applications involving the further development of the following airports:

Albuquerque International Airport, NM;
Allentown-Bethlehem-Easton International Airport, PA;
Baltimore-Washington International Airport, MD;
Bay Minette Airport, AL;
Bullhead City Airport, AZ;
Calhoun County Airport, MS;
Cape May County Airport, NJ;
Carroll Airport, IA;
Chandler Municipal Airport, OK;
Colorado Springs Airport, CO;
Denver Airport (new), CO;
Des Moines Airport, IA;
Detroit Metropolitan-Wayne County Airport, MI;
Essex County Airport, NJ;
Fairview Airport, OK;
Garrett County Airport, MD;
Greater Pittsburgh International Airport, PA;
Hillsborough County Airport, FL;
Jackson County Airport, MS;
Jacksonville International Airport, FL;
Lincoln Park Airport, NJ;
Little Rock Airport, AR;
Magnolia Airport, AR;
McGhee-Tyson Airport, TN;
Melbourne Airport, AR;
Metropolitan Nashville Airport, TN;
Miami International Airport, FL;
Morristown Airport, NJ;
Myrtle Beach Airport, SC;
Newark International, NJ;
Niagara Falls International Airport, NY;
Palm Beach County Airport, FL;
Pella Airport, IA;
Philadelphia International Airport, PA;
Piedmont Municipal Airport, AL;
Portland International Airport, OR;
Reading Municipal Airport, PA;
Salisbury-Wicomico Regional Airport, MD;
Somerset Airport, NJ;

Starkville Bryan Field, MS;
Stewart International Airport, NY;
Taos Municipal Airport, NM;
Teterboro Airport, NJ;
Trenton Airport, NJ;
Washington County Airport, MD;
Waukesha Airport, WI;
Wildwood Airport, NJ; and
Woodbine Municipal Airport, NJ.

BULLHEAD CITY AIRPORT

The Committee expects applications for discretionary funds for the Bullhead-Laughlin Airport in Bullhead City, AZ, to receive high-priority consideration. This project involves the lengthening and realignment of the runways and the construction of a new terminal building. These improvements are needed to accommodate the continued growth of Bullhead City, one of the fastest growing communities in Arizona. The Committee is aware of an agreement reached between the Mohave County Airport Authority and the FAA under which an IFR designation was given to the airport in return for an understanding that Federal funding would be forgone during the initial stage of this expansion. The first phase of this expansion program is being constructed with non-Federal funding and applications for discretionary funding will be made for additional construction in fiscal year 1989.

PHILADELPHIA INTERNATIONAL AIRPORT

The Committee directs the Federal Aviation Administration to give high-priority consideration to applications for Airport Improvement Program discretionary funds for the Philadelphia International Airport. Philadelphia, the Nation's fifth largest metropolitan area, has several major capacity enhancement and safety improvement projects underway. These projects will benefit the entire Northeast corridor by alleviating the crowded conditions and delays at Philadelphia International and serving to meet the airport's increasing air transportation requirements.

INGLEWOOD, CA

The Committee expects the city of Inglewood, CA, to receive priority consideration for its application to recycle noise impacted land near Los Angeles International Airport. The project involves the acquisition of approximately 4 acres in the Century Project area and 9 acres in the La Cienega project area. This innovative project is successfully utilizing Federal funds to recycle incompatible residential property to light industrial uses as recommended in the FAA-approved land use compatibility study.

GREATER BUFFALO INTERNATIONAL

The Committee understands that Greater Buffalo International Airport expects to apply for funds to rebuild a taxiway, purchase new maintenance equipment, and provide further improvements of the new air cargo site. These projects will help improve congestion and enhance safety.

WAUKESHA AIRPORT

The Committee expects that within the discretionary funds available priority should be given to the Waukesha, WI, airport project, which has been approved but remains unfunded due to the allocation of such funds to larger airports.

METROPOLITAN NASHVILLE AIRPORT—NOISE ABATEMENT

The Committee remains concerned about the need for additional capacity in our national air transport system. Traditionally, Congress has addressed the problem of additional capacity through greater expenditures for new runways and flight instrumentation. This approach, however, is incomplete. Increasingly, new physical capacity must be accompanied by substantial investments in noise abatement. For airports to expand, they must have community acceptance, and noise abatement programs are often the crucial ingredient in such acceptance.

Among those airports presently expanding, the Committee directs that Metropolitan Nashville Airports be given high priority consideration for noise abatement funding in fiscal year 1989. Nashville has a major expansion underway using an innovative reimbursement funding mechanism. Under this reimbursement provision, Nashville pays for construction in advance of available Federal funds. This has the dual advantage for the Federal Government of first providing new capacity faster than under traditional Federal spending procedures, and second, Nashville absorbs the interest costs.

In recognition of Nashville's willingness to adopt innovative financing techniques that save money for the Federal Government, the Committee believes that the Federal Government should be equally responsive. In cooperation with the local airport sponsors, air carriers, the broader aviation community, and State and local authorities, the Federal Government should strive to assure that Nashville's added physical capacity is accompanied by adequate noise abatement measures to encourage community acceptance.

DETROIT METROPOLITAN-WAYNE COUNTY AIRPORT

The Detroit Metropolitan-Wayne County Airport [DTW], one of the busiest airports in the country, is experiencing delays that the FAA estimate cost some 82,000 hours per year and $127,000,000. These delays waste millions of gallons of fuel as well as passenger time, increase airfield congestion and the safety risks associated with it, and create other problems for the air traffic control and air transportation systems.

A recent FAA study concluded that most of the delay is due to those occasions when DTW must operate on its single east/west runway. An additional east/west runway at the airport would cut the delay and associated costs by 67 percent, resulting in a yearly savings of $85,000,000 and 55,000 hours.

The Committee recognizes, as both the FAA and the Office of Technology Assessment have indicated, that airports will be the limiting factor to aviation growth if no actions are taken. The Committee therefore hopes that the FAA will put a high priority on constructing an independent east/west runway at DTW, as the runway, associated taxiways, and necessary bridging over airport access routes are a crucial means to increase airport use and accessibility while decreasing costly delays and dangerous congestion.

MAGNOLIA, AR, RUNWAY EXTENSION

The Committee once again notes that Magnolia, AR, has been attempting since 1978 to upgrade its existing airport to the classification of basic transport airport from the present general utility airport classification. A 390-foot extension of the present runway will accomplish this. The Committee understands that $170,000 is all that is necessary to extend the Magnolia, AR, Airport an additional 390 feet. The Committee expects FAA to fund the extension in fiscal year 1989. If the FAA does not plan to fund the extension in fiscal year 1989, a report should be submitted to the Committee by July 1, 1989, outlining why funds are not being provided.

MELBOURNE, AR, AIRPORT EXPANSION

The Committee listed the Melbourne, AR, Airport for priority funding in both fiscal year 1987 and fiscal year 1988 and notes that funding has not yet been provided. The Committee is concerned that the FAA is not giving the priority to the Melbourne application it deserves. The feasibility study and master plan submitted to the FAA on this project demonstrate a clear need for its construction. The Committee expects the FAA to provide initial land acquisition funds for the Melbourne Airport in fiscal year 1989 and provide a detailed plan for funding the Melbourne Airport expansion in subsequent years.

JACKSON COUNTY, MS, AIRPORT

The Committee notes that Jackson County, MS, has been attempting since 1980 to complete construction of its new airport facility. A pending application for $800,000 is the only remaining Federal cost to make the airport operational.

INSTRUMENT LANDING SYSTEMS

The House directs FAA to allocate up to $20,000,000 within this account to finance the acquisition and installation of instrument landing systems and approach lighting equipment. The Committee agrees with

the House on the level provided and expects that the following airports will be given priority in meeting their requirements so as to maximize systemwide capacity benefits: Newark, Nashville, Cincinnati, Indianapolis, Orlando, Boston, Miami, Washington Dulles, and Memphis. FAA should also give priority consideration to Allaire Airport, NJ, Salt Lake City, UT, Newport, OR, West Memphis, AR, Natchez/Adams County Airport, MS, and Ogden Municipal Airport, UT.

A number of these priority locations include several new runways which are either currently or soon will be under construction. The Committee is concerned that FAA has not taken the necessary steps to assure that new runways are equipped with all necessary precision landing aids and the required supporting elements at the time of their commissioning.

The Committee, therefore, directs the FAA to develop the necessary management systems to assure that major new runways are appropriately instrumented at the time of their commissioning in the future.

RESCISSION

The House inserts language rescinding $220,000,000 in AIP contract authority. The Committee bill reduces the rescission to $100,000,000. These funds will not be available for obligation within the obligation ceilings enacted for fiscal 1988 and recommended for fiscal 1989. Formula entitlements will not be changed due to this rescission.

MASSPORT

The Committee has inserted bill language relating to the PACE fee schedule proposed by the Massachusetts Port Authority [Massport]. The provision denies airport grant funds to Massport if the Authority implements its fee structure prior to determinations by the U.S. District Court for Massachusetts and the Department that the landing fee structure does not violate Federal aviation law. The Committee believes this language will be effective in encouraging Massport to delay the implementation of its revised landing fee structure for Logan International Airport in Boston pending Federal and judicial review of its consistency with Federal laws.

The Committee notes that on May 20, 1988, the Department of Transportation announced its intention to investigate the revised landing fee adopted by Massport for Logan Airport in response to formal complaints filed by the National Business Aircraft Association, the Regional Airline Association, and the Aircraft Owners and Pilots Association. The Department, at that time, requested that Massport delay its scheduled implementation date, and this request was reportedly rejected by Massport. In addition, suits have been filed in the U.S. District Court for Massachusetts.

The Committee, of course, recognizes that pursuant to the normal judicial process, if an appeal from an adverse decision is successful, the determination by the district court or the Department may be reversed and this restriction may no longer apply.

The Committee is also concerned that the House included language in its report on this matter which is highly conclusory, and perhaps overly broad in its statement about the Federal role in the review of landing fees adopted by local airport authorities. At the same time, the Committee shares many of the concerns sought to be addressed by the House. Clearly, landing fees that violate standards established in Federal law cannot be countenanced. Nor is arbitrary and capricious discrimination against any class of aviation permissible by airports receiving AIP funds. Any landing fee structure must take into account the needs of all classes of aircrafts and all airport and aircraft users.

Finally, the Committee notes that the Department's investigation is to be completed by November 15, 1988. The Committee strongly urges the Department to complete its proceedings and issue a decision before that date if at all possible. The Committee expects the Department to utilize expedited procedures if necessary to do so.

GENERAL PROVISIONS

The Committee has added bill language to extend FAA's authority to issue letters of intent in the administration of the airport grant program. Under this provision, FAA will be able to issue letters of intent that will remain in effect beyond September 30, 1992. Extending the duration of such instruments will facilitate the long-term financial planning necessary for large-scale airport projects. This capability is especially important with respect to the construction of major new hub airports which can significantly augment system capacity. The new Denver Airport is an excellent example and the Committee expects that FAA will make full use of this additional authority to support the Denver project.

The Committee bill includes a general provision making $100,000, to be derived from the airport and airways trust fund, available for grant assistance to airports for emergency repairs of storm-related damage. The provision requires not less than a 50-percent local match. The Committee expects that the Secretary, in administering these funds, will make use of the authority provided to enter into appropriate contracts with States and/or local governments to support their efforts to return aviation facilities that sustain storm damage to full operational capacity as quickly as possible. The Committee is particularly concerned about the Middlesboro KY, Airport which was devastated by a tornado on May 9, 1988. Accordingly, the Secretary is directed to give high priority consideration to applications for assistance to the Middlesboro Airport.

The Committee expects that the Secretary will take insurance coverage and other financial resources that may be available to airport sponsors into consideration in determining the amount of grant assistance that may be warranted in each case.

AIRCRAFT PURCHASE LOAN GUARANTEE PROGRAM

Borrowing authority, 1988	($57,000,000)
Budget estimate, 1989	(57,000,000)
House allowance	(50,000,000)
Committee recommendation	(57,000,000)

The Aircraft Purchase Loan Guarantee Program was established pursuant to Public Law 85–304, as amended, which gave the Secretary of Transportation the authority to provide Government guarantees of private loans to certain air carriers for the purchase of modern aircraft and equipment when financing was not otherwise available on reasonable terms. The authority to provide new guarantees expired on October 23, 1983.

The accompanying bill contains authority for the Secretary of Transportation to borrow funds from the Treasury to cover the costs of aircraft loan defaults. Outstanding obligations pursuant to this authority are limited to $57,000,000. This is the same as the budget estimate and $7,000,000 more than the House allowance.

The Committee concurs with the House in urging FAA to explore with the parties involved more innovative, less costly alternatives to default. The Committee has also requested an OIG review of this program in the OIG section of this report.

FEDERAL HIGHWAY ADMINISTRATION

SUMMARY OF FISCAL YEAR 1989 PROGRAM

The principal missions of the Federal Highway Administration are: administration, in cooperation with the States, of the Federal-aid Highway Construction Program, including the interstate, primary, bridge, secondary, and urban programs; regulation and enforcement of Federal requirements relating to the safety of operation and equipment of commercial motor carriers engaged in interstate or foreign commerce; and governing the safety in movement over the Nation's highways of dangerous cargoes such as explosives, flammables, and other hazardous material.

Under the Committee recommendation, a total program level of $11,558,609,000 would be provided for the activities of the Federal Highway Administration for fiscal year 1989. This is $66,032,000 more than the budget estimate, $1,009,996,000 less than the House allowance, and $408,402,000 less than the amounts provided for similar activities for fiscal year 1988. These comparisons do not account for programs outside the obligation ceiling, including emergency relief and minimum allocation.

The following table summarizes the fiscal year 1988 program levels, the fiscal year 1989 budget estimates, the House allowance, and the Committee's recommendations:

[In thousands of dollars]

Program	Fiscal year 1988 program level	Fiscal year 1989 budget estimate	House allowance	Committee recommendations
Limitation on general operating expenses	(206,736)	(223,901)	(216,000)	(217,620)
Highway safety research and development	6,650	([1])	6,080	([4])
Highway-related safety grants[2]	9,405	10,000	10,000	9,405
(Liquidation of contract authority)	(10,000)	(10,000)	(10,000)	(10,000)
Railroad/highway crossings demonstration projects	7,790		7,560	1,000
Federal-aid highways[2]	11,780,000	11,398,000	12,380,000	11,398,000
(Liquidation of contract authority)	(13,400,000)	(12,700,000)	(12,700,000)	(12,700,000)
Right-of-way revolving fund[3]	(45,457)	(47,850)	(46,000)	(47,850)
Motor carrier safety	22,790	24,577	25,000	24,500
Motor carrier safety grants[1]	46,992	60,000	60,000	60,000
(Liquidation of contract authority)	(50,000)	(50,000)	(50,000)	(50,000)
Baltimore-Washington Parkway	14,250		12,825	2,000
Other highway programs	79,134		67,140	63,704
Total	11,967,011	11,492,577	12,568,605	11,558,609

[1] The administration would fund this program under the limitation for Federal-aid highways.
[2] Obligation ceiling on contract authority.
[3] Limitation on direct loans.
[4] Funded under limitation for Federal-aid highways.

Limitation on General Operating Expenses

Limitation, 1988	($206,736,000)
Budget estimate, 1989	(223,901,000)
House allowance	(216,000,000)
Committee recommendation	(217,620,000)

The limitation on general operating expenses controls spending for virtually all the salaries, expenses, and research and development programs of the Federal Highway Administration.

The Committee recommends that a limitation of $217,620,000 be provided for salaries and expenses of the Federal Highway Administration. This amount is $6,281,000 less than that requested in the budget, $1,620,000 more than that recommended by the House, and $10,890,000 more than the level provided for fiscal year 1988. The Committee recommendation provides for 2,621 full-time permanent positions.

The following table reflects the Committee's recommendation, the House allowance, and that requested by the administration.

[In thousands of dollars]

Program	Fiscal year 1989 budget estimate	House allowance	Committee recommendation
Direction, coordination, support	130,142	129,304	129,304
Working capital fund	11,500	11,500	11,500
Demonstration projects	2,856	2,856	2,856
Central support	40,820	38,902	38,902
National Highway Institute	1,361	1,361	1,361
Contract programs	37,222	32,077	33,697
R&D, highways and safety	(17,690)	(17,690)	(17,690)
Trucking program	(900)	(900)	(1,150)
Rural transportation	(4,358)	(4,358)	(4,358)
West Virginia study		(200)	(200)
Minority business	(9,009)	(9,009)	(9,009)
IRS reimbursement	(5,000)		
Historic stable restoration	(265)	(265)	(265)
Virginia TSM		(225)	
Rock salt study			(225)
Avenue of the Saints			(400)
Intermodal exchange			(400)
Less: Project delays		(-570)	
Total limitation	223,901	216,000	217,620

INTERSTATE 287 LAND COMPENSATION

The Committee is concerned that there are still unresolved questions over compensation for land at Ramapo College in Mahwah, NJ, which could unduly delay completion of Interstate 287 construction. Current Federal Highway Administration proposals are significantly below reasonable market values. The Committee directs the Federal Highway Administration to work expeditiously with New Jersey's Department of Transportation to resolve these differences and arrive at a fair and equitable agreement for the land based on current market values.

ROCK SALT STUDY

The Committee has included $225,000 for a study on the full economic costs of using rock salt and calcium magnesium acetate on highways. The Committee expects that, if necessary, the Department may contract with the Transportation Board of the National Academy of Sciences to conduct the study.

TRUCKING PROGRAM

The Committee has provided $250,000 above that requested by the administration and provided by the House for the contract research trucking program. The Committee directs the Secretary to enter into a contract to conduct research and educational programs on the need for implementation of the commercial drivers license requirements at the State level. In addition, the contract shall investigate and conduct necessary educational activities on the procedural uniformity in truck regulation and taxation at the State level. These funds are to be available only to a not-for-profit entity that is engaged exclusively in truck-related safety, productivity, and operations research.

AVENUE OF THE SAINTS

The Committee has provided funds for a study to be conducted in cooperation with the States of Iowa, Missouri, and Minnesota on the feasibility and necessity of constructing a four-lane highway from St. Louis, MO, to St. Paul, MN. The report shall include recommendations concerning the feasibility of and the best route for such a highway. The results of the study shall be transmitted to the House and Senate Committees no later than April 30, 1990.

INTERMODAL EXCHANGE STUDY

The Committee has included $400,000 for a feasibility study regarding a major intermodal exchange point and distribution center in the northern Rocky Mountain region of the United States; specifically, in Toole County and the city of Shelby, MT. The study should cover six specific areas: cargo flow analysis; preliminary design; applicability of foreign-trade zone status; necessary road improvements; economic benefits; and necessary commercial instruments.

CORNING, NY, BYPASS

The Committee notes the importance of the Route 17, Corning, NY, bypass. This project will improve highway safety and traffic flow caused by an interstate route passing through an area of concentrated population and commercial development. This project will benefit recreation, tourism, industry, State and local economy, as well as aid in community development. The Committee understands that additional funds for this project are not necessary during fiscal year 1989, but that additional assistance may be necessary in the future.

TEXARKANA, AR, RAILROAD CROSSING DEMONSTRATION PROJECT

The Committee is concerned about reports of a serious hazard caused by the blockage of intersections in Texarkana, AR, by trains stopped at rail highway crossings. Halted trains blocking crossings on Siebert and Pinehurst Streets and Dudley Avenue in Texarkana prevent access to a critical area of the city where schools, public housing, churches, and nursing homes are located. The blocking of these grade crossings interrupt the provision of police and emergency fire and medical services to an area of the city with approximately 3,720 residents. The Committee directs the Federal Highway Administration to conduct feasibility and engineering studies from available funds on a proposed underpass to provide access to the blocked area, and include in the studies detailed plans for funding the project.

HIGHWAY SAFETY RESEARCH AND DEVELOPMENT

(HIGHWAY TRUST FUND)

Appropriations, 1988	$6,650,000
Budget estimate, 1989	
House allowance	6,080,000
Committee recommendation	

This activity seeks to identify, correct, and evaluate those critical elements that contribute to loss of life, disabling injuries, and property damage on American highways. The emphasis of research is to provide workable and timely solutions to a set of critical safety problems. Major projects involve improved traffic barriers, construction zone safety, traffic and pedestrian safety, and rural highway safety improvements.

Under the administration's budget request, this program would be funded by drawdown from the "Federal-aid highways" account and controlled within the limitation on general operating expenses. Under limitation, the administration requested a total of $17,690,000 for research and development in both highways and highway safety. Of this amount, $6,080,000 was specifically for safety research and development.

The Committee recommends $6,080,000 for highway safety research and development to be funded by drawdown from Federal-aid highways under the "Limitation on general operating expenses" account. This is the same level provided by the House allowance as a separate appropriation.

HIGHWAY-RELATED SAFETY GRANTS

(LIQUIDATION OF CONTRACT AUTHORIZATION)

(HIGHWAY TRUST FUND)

Appropriations, 1988	($9,900,000)
Budget estimate, 1989	(10,000,000)
House allowance	(10,000,000)
Committee recommendation	(10,000,000)

Section 402 of title 23, United States Code, authorizes programs to assist States and localities in implementing highway safety programs in accordance with uniform standards established by the Secretary. Most of the activities carried out under the FHWA standards involve development and implementation of systems, procedures, manuals, et cetera, to assist highway agencies in the orderly planning and implementation of safety construction and operational improvements.

The Committee recommends $10,000,000 for liquidation of contract authority for highway-related safety grants. This is the same as the budget request and the same as the House allowance, and $100,000 more than that provided in fiscal year 1988.

LIMITATION ON OBLIGATIONS

The budget proposes a ceiling of $10,000,000 for this program.

The Committee has set the obligation ceiling at $9,405,000, which is the same level provided in 1988 and $595,000 below the House allowance for fiscal year 1989.

RAILROAD-HIGHWAY CROSSINGS DEMONSTRATION PROJECTS

Appropriations, 1988	$7,790,000
Budget estimate, 1989	
House allowance	7,560,000
Committee recommendation	1,000,000

The railroad highway crossings demonstration projects are authorized by the Federal-Aid Highway Act of 1973, as amended, and title III of the National Mass Transportation Assistance Act of 1974.

Projects are funded under this authority for cities specified in law. The Federal share is derived two-thirds from the Highway Trust Fund and one-third from general funds. A total of 19 specific sites have been named in a variety of acts as eligible for the program and one has been withdrawn. The sites were chosen when a rail-highway crossing created a safety hazard, or impeded pedestrian or highway flow.

The administration has not requested any funding for this activity.

The House allowance is for $7,560,000, which was to be distributed as follows:

Augusta, GA	$900,000
Lincoln, NE	1,260,000
Springfield, IL	3,600,000
Carbondale, IL	900,000
Brownsville, TX	900,000

The Committee has included $1,000,000 for the Pine Bluff, AR, railroad relocation demonstration project. The Committee has supported the Pine Bluff project for several years. The amount provided is sufficient to complete construction on the Sixth Street and Plum Street overpass complex and begin work on the Texas Street grade separation.

FEDERAL-AID HIGHWAYS

(LIQUIDATION OF CONTRACT AUTHORIZATION)

(HIGHWAY TRUST FUND)

Appropriations, 1988	($13,400,000,000)
Budget estimate, 1989	(12,700,000,000)
House allowance	(12,700,000,000)
Committee recommendation	(12,700,000,000)

This activity comprises the majority of all federally aided programs through which the States are financially and technically aided to continue a national highway system that meets the transportation needs of the Nation in terms of capacity and safety.

All programs included within the Federal-aid account are financed from the highway trust fund. Authorizations in the form of contract authority are enacted in substantive legislation. Except for interstate construction, these authorizations are apportioned and/or allocated to the States and generally remain available for obligation over a 4-year period. Liquidating cash appropriations are subsequently requested to fund outlays resulting from obligations incurred under contract authority.

The Committee recommends a liquidating cash appropriation of $12,700,000,000 for the Federal-aid Highway Program. This is the same as the budget estimate and the same amount provided by the House allowance.

OBLIGATION CEILING

The bill also includes language limiting obligations to $11,398,000,000. This is $982,000,000 below the amount provided by the House, and the same amount recommended by the President. The administration's proposal includes previously appropriated or authorized accounts other than emergency relief and minimum allocation as part of its obligation ceiling request of $11,398,000,000.

The Surface Transportation and Uniform Relocation Assistance Act of 1987, Public Law 100–17, created a number of demonstration projects, which are exempt from the obligation limitation, and increased the amounts available for the minimum allocation program (which is also exempt from the obligation ceiling).

The total obligations for fiscal year 1989 could, therefore, be $1,271,000,000 higher than the ceiling imposed by the Committee and could total as much as $12,670,000,000.

INTERSTATE TRANSFER GRANTS—HIGHWAYS

This program, part of the Federal-aid highways activity, provides funding of highways substituted for Interstate System segments withdrawn from the system under 23 U.S.C. 103(e)(4). After the joint request by a State Governor and the local governments concerned, the Secretary may withdraw (from the Interstate System) interstate highway segments which pass through or connect urbanized areas within the State determined not to be essential to a unified Interstate System. The value of a withdrawn segment, adjusted for inflation, establishes an authorization against which Congress may provide funds.

Under existing law, 75 percent of the contract authority provided for highway projects substituted for withdrawn interstate highway segments is distributed by statutory formula. The remaining 25 percent is distributed on a discretionary basis.

The formula approach results in some areas receiving apportionments that partially fund segments or fall short of expeditious funding for particular projects. In earmarking funds in previous reports accompanying the appropriations bill, the Committee was impressed with the necessity to insure that certain withdrawal areas were provided sufficient funding

86-738 O - 88 - 3

for timely completion of planned projects that often involved multijurisdictional compacts—a particular project facet not measurable by formula.

For fiscal year 1989, $740,000,000 is to be available for interstate transfer-highway projects. Of this amount, $175,400,000, is available for discretionary allocation after $9,600,000 is set aside for the discretionary programs' contribution for demonstration projects identified in section 149 of Public Law 100–17, the Surface Transportation and Uniform Relocation Assistance Act of 1987.

The Committee directs the following discretionary allocations:

INTERSTATE TRANSFER HIGHWAYS

State	Formula	Discretionary	Total
Arizona	$38,073	$177,572	$215,645
California	7,821,282		7,821,282
Colorado	1,609,944	7,449,862	9,059,806
Connecticut	82,270,314	36,500,000	118,770,314
Georgia	9,148,398		9,148,398
Illinois	52,225,278	67,972,566	120,197,844
Indiana	3,986,787		3,986,787
Iowa	21,968,121	25,000,000	46,968,121
Maryland	40,553,184	20,000,000	60,553,184
Massachusetts	8,865,570		8,865,570
Minnesota	1,223,775		1,223,775
New Jersey	27,989,094		27,989,094
New York	175,075,971		175,075,971
Ohio	7,331,772		7,331,772
Oregon	7,174,041		7,174,641
Pennsylvania	5,700,072	18,300,000	24,000,072
Rhode Island	56,598,234		56,598,234
Tennessee	21,843,024		21,843,024
Washington, DC	12,477,066		12,477,066
Other	11,100,000	9,600,000	20,700,000
Total	555,000,000	185,000,000	740,000,000

The Committee concurs with the House report language which directs that of the amount allocated to Pennsylvania, priority consideration should be given to completion of the Newtown Bypass.

GENERAL PROVISIONS

The House has included a number of general provisions that affect highways and highway-related projects.

Dan Ryan Expressway.—The House bill includes language which would exempt any funds obligated by the State of Illinois for the Dan Ryan Expressway from the first quarter obligation limitation. The Committee has retained this language.

Tri-County Florida.—The House has included language contained in previous appropriations bills, which allows up to $4,000,000 of regularly apportioned 4–R funds, section 104(b)(5)(B) of title 23, United States Code, to be used for operating expenses of the Tri-County Commuter Rail project in the area of Dade, Broward, and Palm Beach Counties. The Committee has retained the language.

Virginia Street Bridge, WV.—This bridge, located in Charleston, WV, is exempted from the provisions of section 144(g)(2) of title 23, United States Code by language included in the House bill. The Committee concurs with the House position.

Operation lifesaver.—Railway-highway crossings hazard education funds of $250,000 are made available by draw-down from the railway-highway crossings construction funds, section 130 of title 23, United States Code. The Committee has retained this provision.

Texas Toll Road.—The House has included bill language which amends 129(j) of title 23, United States Code, regarding the Texas toll road pilot program. This general provision would direct the Secretary of Transportation to reimburse the Texas Turnpike Authority for construction costs of a toll road in the same manner and to the same extent if these costs were incurred by the Texas Department of Highways. No one has approached the Committee regarding this provision, and it, therefore, has been deleted.

Zaragosa Bridge, El Paso, TX.—$3,000,000 is appropriated to cover approximately 50 percent of the costs associated with the construction of the International Zaragosa Bridge. In addition, the House provision rescinds $3,000,000 of funds apportioned to the State of Texas under the Minimum Allocation Program. The Committee has not been approached regarding the necessity of this project and has deleted the House provision.

Manassas Battlefield Park.—The House's bill language which is a permanent provision would prohibit the use of funds provided in this or any previous or subsequent act to plan, design, construct, or approve an interchange or any other highway facility providing access to and from Route 66, U.S. Route 29, or the proposed Route 234 bypass in the vicinity of Manassas Battlefield Park.

The Committee has carefully listened to the arguments from both sides regarding this issue and has amended the House language to allow planning and design work to proceed.

West Virginia toll road.—The Committee has include bill language which amends section 347(d) of Public Law 100–202. The effect of this language would be to make West Virginia eligible to participate as a pilot state for a toll highway project. This provision has no budget impact.

Nevada Interstate 95.—The Committee has included bill language which directs the Secretary of Transportation to allow the reordering of priorities regarding funds originally authorized by section (a)(105) of Public Law 100–17.

Main Avenue Bridge.—The Committee has included bill language which provides that bridge discretionary funds provided to repair the Main Avenue Bridge in Ohio shall not be included in any calculations made pursuant to the minimum allocation program.

BRIDGE DISCRETIONARY FUNDS

The Committee directs the Secretary of Transportation to give priority designation to several bridges that have extremely low rating factors and which serve as major links for both intrastate and interstate commerce and which directly impact the economic development of an area.

The Committee, therefore, directs that priority designation be given to the West End Bridge in Pittsburgh, PA; the South Slough Bridge connecting Charleston and Coos Bay, OR; and the Route 147, section IC Bridge in Cape May, NJ.

INTERSTATE 4-R DISCRETIONARY PROGRAM

The Surface Transportation and Uniform Relocation Assistance Act of 1987, Public Law 100–17, authorized the Interstate 4–R Program (resurfacing, restoring, rehabilitation, or reconstruction) and set aside $200,000,000 for discretionary 4–R projects. The Committee expects that in administering this program, FHWA will follow the criteria established in section 114 of the act which directs that priority consideration be given to any project where costs exceed $10,000,000 on a high-volume route in an urban area or a high truck volume route in a rural area. Given the statutory criteria, the Committee directs the Secretary to give priority consideration to the Interstate 70/Interstate 25 interchange reconstruction project in Colorado.

Right-of-Way Revolving Fund

(Limitation on Direct Loans)

(Highway Trust Fund)

Limitation, 1988	($45,457,000)
Budget estimate, 1989	(47,850,000)
House allowance	(46,000,000)
Committee recommendation	(47,850,000)

The Federal-Aid Highway Act of 1968 authorized $300,000,000 for the establishment of the Right-of-Way Revolving Fund. This fund is utilized to make cash advances to the States for the purpose of purchasing right-of-way parcels in advance of highway construction and thereby preventing the inflation of land prices from causing a significant increase in construction costs. When right-of-way aquisition has been made and highway construction is initiated, the State becomes eligible for Federal grants under the various Federal-aid highway authorizations. At the point when progress payments are made to the State for construction, the State in turn reimburses the revolving fund for advances made to that State for right-of-way acquisition. Utilizing this method of funding, all reimbursements made to the revolving fund may be reallocated to other States requiring advances. In order to assure prudent management, a fiscal year 1989 limitation of $47,850,000 on gross obligations is provided. The amount provided is the same as that requested and $1,850,000 above that provided by the House.

Motor Carrier Safety

Appropriations, 1988	$22,790,000
Budget estimate, 1989	24,577,000
House allowance	25,000,000
Committee recommendation	24,500,000

The motor carrier safety mission is to protect the public from risks inherent in commercial truck and bus transportation operations. The program involves Federal safety inspection and law enforcement over the highway operations of commercial interstate carriers.

The bill includes a total of $24,500,000 for motor carrier safety. This is $500,000 below the House allowance and $77,000 less than the administration request.

The amount recommended would provide for 448 full-time permanent positions which is the same as the budget request and an increase of 15 positions over the fiscal year 1988 level. The Committee's recommendation provides $23,005,000 for operations, and $1,495,000 for the safety contract research program. In addition, the safety contract research program will receive by transfer $2,425,000 from the Motor Carrier Safety Grants Program. The Committee fully supports the agency's research efforts in the areas of vehicle maintenance and operation; driver performance and operation; motor carrier information systems and analysis; and, regulatory impact analysis.

The Committee is concerned that trucks are overrepresented in fatal accidents relative to the rate for passenger cars. Reports have raised concerns about truck maintenance, brake performance, and driver fatigue. The Committee believes that an intensive, specially focused demonstration project is needed to address these concerns. Therefore, out of the funds provided, including those available by drawdown from safety grants, the Committee directs that $1,000,000 be available to the Office of Highway Traffic Safety, State of New Jersey, to establish an enforcement and public education program and to evaluate the effect of that program on reducing the incidence of truck related fatalities and accidents.

The Committee is also committed to the safe transport of nuclear waste, in particular, the increased shipments of transuranic materials out of the Hanford, WA, facility. The Department is, therefore, directed to cooperate with and fund State activities under this account to ensure safe transport of these materials. Such activity should include: ensuring safe drivers, vehicles, and cargo; imposing restrictions for bad weather and road conditions; in conjunction with the States, tracking shipments; designating parking areas; and educating and informing the public. The Committee has provided $1,000,000 for these activities, and directs that these funds should be distributed equitably for use by the corridor States between Hanford and the waste site in New Mexico. These funds are provided in addition to those funds the affected States would receive under the motor carrier safety assistance grant program. The Department should consult with the Department of Energy in carrying out the Committee's instructions, and the Department is directed to

report back to the House and Senate Committees on Appropriations on the use of these funds by July 15, 1989.

SAFETY REGULATION ENFORCEMENT

Despite major improvements in the enforcement authorities available to FHWA, and an increase of 150 new FHWA safety inspectors, the number of civil penalty enforcement cases recommended for prosecution against alleged violators of the Federal motor carrier safety regulations has not increased substantially since 1985. In addition, despite the increasing public concern over the transportation of hazardous materials, the number of enforcement cases recommended for prosecution against those charged with violations against the Federal hazardous materials transportation regulations has actually declined.

The Committee recognizes that senior investigators must devote substantial time to the training of the recently hired safety inspectors. This investment is necessary for the future of the program, however, it cannot be used as an excuse for what the Committee perceives as minimal progress in improving the quality, quantity, scope, and nature of enforcement efforts. The Federal Highway Administration itself has concluded that new penalty provisions allow the agency "* * * to make fines and penalties a meaningful deterrent to violating the regulations."

When commercial motor carriers with unsatisfactory ratings fail to improve, the agency must use the civil and criminal penalty authorities that have been provided. The Committee expects to see an increase in the total amount of civil penalties collected; enforcement productivity to increase; and, a strict enforcement program that eventually promotes voluntary compliance.

The Committee expects to fully explore these issues with the agency during next year's hearings and expects the agency will be ready to testify on the progress it has made in addressing the Committee's concerns.

Motor Carrier Safety Grants

(LIQUIDATION OF CONTRACT AUTHORIZATION)

(HIGHWAY TRUST FUND)

Appropriations, 1988	($50,000,000)
Budget estimate, 1989	(50,000,000)
House allowance	(50,000,000)
Committee recommendation	(50,000,000)

This program was first authorized by the Surface Transportation Assistance Act of 1982. It would provide grants to States for improved enforcement of Federal and State motor carrier safety rules. It has been shown that added enforcement of truck safety rules reduces truck-related accidents and fatalities. The major objective of this program is to reduce the number and severity of hazardous materials accidents involving commercial motor vehicles.

The Committee recommends a liquidating cash appropriation of $50,000,000 level which is the same as the administration request and the House allowance.

LIMITATION ON OBLIGATIONS

The Committee is also recommending an obligation ceiling of $60,000,000 for motor carrier safety grants. This is the same amount requested by the administration and provided in the House allowance. The Commercial Motor Vehicle Safety Act of 1986 authorized $60,000,000 in fiscal year 1989 for the Motor Carrier Safety Grants Program with $8,000,000 earmarked for the Commerical Driver's License Program, and up to $300,000 for administration of the grant program.

The budget request includes a proposal to establish a drawdown of $425,000 to finance related research in the FHWA's Office of Motor Carrier Safety The Committee has included bill language which would create a drawdown of $2,425,000 to finance research and evaluation in the Office of Motor Carrier Safety. The House did not include the requested drawdown language, but included the requested research funding as a direct appropriation under the "Motor Carrier Safety Administration" account.

MOTOR CARRIER SAFETY ASSISTANCE PROGRAM [MCSAP]

The Committee seeks to ensure that MCSAP is being effectively implemented; and, that when Federal funds are used to help finance roadside inspections, compliance with the Federal motor carrier safety and hazardous materials transportation regulations or compatible State regulations is achieved. A May 1988 report prepared by the Congressional Research Service [CRS] for the Senate Committee on Commerce, Science and Transportation concluded that, in general, MCSAP has proven itself to be a successful and cooperative Federal/State partnership. The report also stated, however, that, in most States the integrity of the inspection process, specifically, the followup component can be subject to serious question. This may be due to the Federal Highway Administration not requiring State inspectors to verify that out-of-service defects are properly corrected. Many States rely heavily on a process that allows individuals to self-certify that safety defects were corrected. In addition, CRS found that self-certification is inconsistently enforced and ineffectively audited.

The Committee believes that the purpose of MCSAP is not necessarily to simply increase the number of truck inspections; but, to promote enforcement and compliance with safety regulations. The Committee believes that FHWA should reevaluate the compliance policies, including the need to adopt State verification procedures rather than self-certification. In addition, the Committee believes that funds should be used to conduct carrier terminal audits to ensure that defects are properly corrected.

REPORT TO COMMITTEES

The Committee directs the Federal Highway Administration to report to the House and Senate Committees on Appropriations on the availability and feasibility of using administrative moneys to fund studies designed to obtain quantitative data on the percentage of out-of-service or critical defects identified during MCSAP inspections that are not fixed properly. Such studies should examine: repairs that do not properly fix a safety defect; drivers leaving an inspection facility before safety defects are corrected, because the station has closed for the day; drivers ignoring directions to proceed only to a repair facility, and continuing their journey; drivers leaving inspection stations undetected because inspectors are busy; and, the incidence of tow trucks releasing out-of service vehicles on the road rather than at a required repair facility. The report should consider the costs of a study that evaluates the compliance reponse of at least 400 out-of-service vehicles found at varying locations, varying times of the day, and under different inspection conditions.

The Committee expects this evaluation report at the time of the fiscal year 1990 budget submission.

Access Highways to Public Recreation Areas on Certain Lakes

Appropriations, 1988	$1,786,000
Budget estimate, 1989	
House allowance	450,000
Committee recommendation	841,000

Section 155 of title 23 authorizes the Secretary of Transportation to construct or reconstruct access highways to public recreation areas on certain lakes. Such lakes are those bodies of water resulting from construction by various Federal agencies.

The House has provided $450,000 for a project in Georgia called the Lake Lanier access road. The House has made this funding available upon enactment of authorization for this project. The Committee directs that the funding it recommends be available for the Town Creek recreational area access road near Columbus Lake, MS.

Baltimore-Washington Parkway

(Highway Trust Fund)

Appropriations, 1988	$14,250,000
Budget estimate, 1989	
House allowance	12,825,000
Committee recommendation	2,000,000

The House provides $12,825,000 for further work on the Baltimore-Washington Parkway. This is the same amount as provided in fiscal year 1988. The Committee recommendation is for $2,000,000. The authority for this appropriation is provided under the authorization contained in the Federal-Aid Highway Act of 1970. There was no budget request for this activity.

Waste Isolation Pilot Project Roads

Appropriations, 1988	$15,504,000
Budget estimate, 1989	
House allowance	
Committee recommendation	

The waste isolation pilot project [WIPP] roads funds improvements to existing roads in New Mexico that would serve as transportation routes to the disposal site of transuranic nuclear wastes.

Funds are authorized by the Federal-Aid Highway Act of 1987, section 106(b), Public Law 100–17 in the amount of $58,000,000 for fiscal years beginning after September 30, 1986. Under that authorization $25,504,000 has been appropriated for this activity.

The Committee does not include any additional funding for this activity within the transportation subcommittee. The administration has requested $43,000,000 for this activity in fiscal year 1989 within the budget of the Department of Energy.

Expressway Gap Closing Demonstration Project

Appropriations, 1988	$7,885,000
Budget estimate, 1989	
House allowance	
Committee recommendation	

The Committee does not provide any additional funding for this activity to close an expressway gap on California Route 113 between the cities of Davis and Woodland, CA, as authorized by Public Law 99–190. There was no budget request by the administration for this activity, and no additional funds were provided by the House.

Intermodal Urban Demonstration Project

(Highway Trust Fund)

Appropriations, 1988	$9,500,000
Budget estimate, 1989	
House allowance	8,550,000
Committee recommendation	

Section 124 of the Federal-Aid Highway Amendments of 1974 authorizes a demonstration project for the construction of a high density urban intermodal transportation connection between Franklin Avenue and 59th Street in Minneapolis, MN. This provides a highway link between the central business district and the Minneapolis-St. Paul International Airport.

The House has provided an additional $8,550,000 for this project, which is the same amount as that provided in fiscal year 1988.

Due to budget constraints the Committee recommends no funds for this project. There was no budget request for this activity.

Highway Safety and Economic Development Demonstration Projects

(Highway Trust Fund)

Appropriations, 1988	$9,500,000
Budget estimate, 1989	
House allowance	8,550,000
Committee recommendation	

Public Law 99–500 and Public Law 99–591 authorized four demonstration projects in Mississippi. A total of $19,500,000 was provided through fiscal year 1988 and the House has recommended an additional $8,550,000 in fiscal year 1989 funds. There was no budget request for these projects.

Due to budgetary constraints the Committee does not recommend any funding for fiscal year 1989.

Airport Access Demonstration Project

(Highway Trust Fund)

Appropriations, 1988	
Budget estimate, 1989	
House allowance	$2,565,000
Committee recommendation	

The House has included $2,565,000 for a highway project in the vicinity of the Ontario International Airport in San Bernardino County, CA. There was no budget request for this project and the Committee has not provided any funding.

Highway Safety Improvement Demonstration Project

(Highway Trust Fund)

Appropriations, 1988	$1,900,000
Budget estimate, 1989	
House allowance	1,260,000
Committee recommendation	

The Committee does not include funding for this demonstration project, which is for a variety of improvement projects in the vicinity of Pontiac and East Lansing, MI. There was no budget request for this activity.

Public Law 99–500 and Public Law 99–591 authorized total appropriations of $32,000,000 for these highway improvements. A total of $6,700,000 was provided through fiscal year 1988 and the House has included an additional $1,260,000 for fiscal year 1989. There was no budget request for this project and the Committee has not provided any funding.

Highway-Railroad Grade Crossing Safety Demonstration Project

(Highway Trust Fund)

Appropriations, 1988	$9,500,000
Budget estimate, 1989	
House allowance	8,100,000
Committee recommendation	

The House has included an additional $8,100,000 for a series of highway-railroad grade crossings in Mineola, NY. There was no budget request in support of the House allowance.

Public Law 99–500 and Public Law 99–591 authorized a total of $50,000,000 for this project and $13,500,000 has been provided through fiscal year 1988.

The Committee has not included any funds for this project.

Nuclear Waste Transportation Safety Demonstration Project

(Highway Trust Fund)

Appropriations, 1988	
Budget estimate, 1989	
House allowance	$7,200,000
Committee recommendation	

The House has included $7,200,000 to construct a relief route in the Los Alamos-Santa Fe, NM, corridor that is to demonstrate the safety of transporting nuclear waste using a route with specific safety features. There was no budget request for this particular project and the Committee has not provided any funding. The Committee does note, however that the administration for fiscal year 1989 did request $43,000,000 for the waste isolation pilot project roads in New Mexico. These funds are for the construction of roads for the specific purpose of safe transportation of transuranic nuclear waste. That request was to be funded out of the budget of the Energy Department.

The Committee agrees with that approach and has not provided funds for this particular road, but does support the project being considered by the Department of Energy as a worthwhile project for the purposes of funding through its budget.

Highway Widening Demonstration Project

Appropriations, 1988	
Budget estimate, 1989	
House allowance	$1,800,000
Committee recommendation	

The House has provided $1,800,000 for a highway widening demonstration project to improve U.S. Route 202 in the vicinity of King of Prussia, PA. This project received an authorization of appropriations of $19,000,000 in Public Law 100–202. There was no administration request for this project, and the Committee has not provided any funding.

Bridge Improvement Demonstration Project

Appropriations, 1988	$4,750,000
Budget estimate, 1989	
House allowance	8,550,000
Committee recommendation	

This account provides Federal funds for 80 percent of the expenses associated with the construction of a bridge to Blount Island, widening Florida State highway 105 and constructing an interchange. The projects are in the vicinity of Jacksonville, FL.

There was no administration request for additional funding and the Committee has not provided any.

Highway Widening and Improvement Demonstration Project

Appropriations, 1988	$2,375,000
Budget estimate, 1989	
House allowance	8,100,000
Committee recommendation	

This account covers 80 percent of the expenses associated with a highway project between Paintsville and Prestonsburg, KY. The House has provided an additional $8,100,000 for this project. There was no budget request for these funds and the Committee has not provided any funding.

Intersection Safety Demonstration Project

Appropriations, 1988	
Budget estimate, 1989	
House allowance	$900,000
Committee recommendation	

The House has provided $900,000 for preliminary engineering, environmental studies, and right-of-way acquisition for reconstruction of an intersection in El Segundo, CA. There was no budget request for this project and the Committee has not included any funding.

Highway Capacity Improvement Demonstration Project

Appropriations, 1988	
Budget estimate, 1989	
House allowance	$900,000
Committee recommendation	

The House has provided $900,000 for preliminary engineering, environmental studies, and right-of-way acquisition for U.S. Route 231 between U.S. Route 90 and the city of Campbellton in Jackson County, FL. The project essentially expands an existing two-lane highway to a four-lane highway. The administration did not request any funding for this project and the Committee has not provided any funding.

Climbing Lane Safety Demonstration Project

Appropriations, 1988	
Budget estimate, 1989	
House allowance	$450,000
Committee recommendation	

The House has included $450,000 for preliminary engineering, environmental studies, and right-of-way acquisition for U.S. Route 15 in the vicinity of Tioga County, PA, for the purpose of highway safety construction. There was no budget request for this item and the Committee has not provided any funds.

Indiana Industrial Corridor Safety Demonstration Project

Appropriations, 1988	
Budget estimate, 1989	
House allowance	$1,125,000
Committee recommendation	

The House has provided $1,125,000 for widening and improving rural highways between Wabash and Huntington, IN. There was no administration budget request for this activity and the Committee has not provided any funding.

Utah Pedestrian Safety Demonstration Project

Appropriations, 1988	
Budget estimate, 1989	
House allowance	
Committee recommendation	

The House has included bill language which directs that $1,000,000 of the funds already made available to the State of Utah by section 149 of Public Law 100–17, be available for preliminary engineering, environmental studies, and right-of-way acquisition to widen 8400 West in Magna, UT. The Committee has deleted the House bill language.

Oklahoma Highway Widening Demonstration Project

Appropriations, 1988	
Budget estimate, 1989	
House allowance	$450,000
Committee recommendation	

The House has included $450,000 for a widening demonstration project affecting Oklahoma State Route 53 from Interstate Highway 35 east to the Ardmore Regional Industrial Airpark. The House bill language makes these funds available upon enactment of legislation authorizing the project. There was no budget request for this activity and the Committee has not included any funding.

Alabama Highway Bypass Demonstration Project

Appropriations, 1988	
Budget estimate, 1989	
House allowance	$3,600,000
Committee recommendation	

The House has included $3,600,000 for preliminary engineering, environmental studies, and right-of-way acquisition for a highway bypass project in the vicinity of Jasper, AL. There was no request by the administration for this funding and the Committee has not provided any funds.

Kentucky Bridge Demonstration Project

Appropriations, 1988	
Budget estimate, 1989	
House allowance	$3,600,000
Committee recommendation	

The House has included $3,600,000 for replacing the Glover Cary bridge in Owensboro, KY. The Committee has not provided any funding for this project and there was no administration request for this project.

Virginia HOV Safety Demonstration Project

Appropriations, 1988	
Budget estimate, 1989	
House allowance	$540,000
Committee recommendation	

The House has included $540,000 for preliminary engineering, environmental studies, and right-of-way acquisition to construct high occupancy vehicle lanes on Interstate Route 66 between Interstate Route 495 and U.S. Route 50 in Virginia. There was no administration request for these funds and the Committee has not provided any funds.

Urban Highway Corridor Demonstration Project

Appropriations, 1988	
Budget estimate, 1989	
House allowance	$225,000
Committee recommendation	

The House has included $225,000 to carry out preliminary engineering, environmental studies, and right-of-way acquisition to improve and upgrade the M–59 urban highway corridor in southeast Michigan. The Committee has not provided any funds for this project, and there was no administration request.

URBAN AIRPORT ACCESS SAFETY DEMONSTRATION PROJECT

Appropriations, 1988	
Budget estimate, 1989	
House allowance	$225,000
Committee recommendation	

The House has provided $225,000 to carry out preliminary engineering, environmental studies, and right-of-way acquisition to improve and upgrade access to Detroit Metropolitan Airport. There was no budget request for this project and the Committee has not provided any funds.

CORRIDOR SAFETY IMPROVEMENT PROJECT

(HIGHWAY TRUST FUND)

Appropriations, 1988	$4,702,000
Budget estimate, 1989	
House allowance	
Committee recommendation	35,000,000

Public Law 100–202 authorized $50,000,000 for highway improvement projects on the Route 1 corridor in New Jersey. In fiscal year 1988, $4,702,000 was provided to replace and widen the Route 1 and Northeast corridor rail line bridge. The Committee has included $35,000,000 for fiscal year 1989 work on the Route 1 and 130 interchange and the Scudders Mill Road interchange. These are significant projects to demonstrate methods of improving traffic operations and highway safety on a high volume corridor on the Federal-aid primary system.

BRIDGE CAPACITY IMPROVEMENTS

(HIGHWAY TRUST FUND)

Appropriations, 1988	$237,000
Budget estimate, 1989	
House allowance	
Committee recommendation	3,763,000

Public Law 100–202 authorized $8,000,000 for a second crossing of the Nashua River in Nashua, NH. A second crossing is necessary to improve air quality and reduce dangerous levels of carbon monoxide in the area. In addition to the authorization, $237,000 was provided for preliminary engineering work. There was no budget request for these funds for fiscal year 1989.

The Committee has provided $3,763,000 in construction funding.

CORRIDOR H IMPROVEMENT PROJECT

Appropriations, 1988	
Budget estimate, 1989	
House allowance	
Committee recommendation	$16,000,000

The Committee has included funding for the corridor H road project to relieve traffic congestion and promote economic benefits in Buck-

hannon, and Upshur Counties, WV. The Committee provides $16,000,000 in fiscal year 1989 for the first phase of the project, which goes from U.S. Route 33 to U.S. Route 20, north of Buckhannon.

Road Extension Demonstration

Appropriations, 1988	
Budget estimate, 1989	
House allowance	
Committee recommendation	$600,000

The Committee has included $600,000 for initial planning and design of an improved four-lane roadway including bypasses of communities to reduce traffic congestion and the relocating of highways where necessary between Prairie City and Burlington through Ottumwa. The Committee believes that such a highway would considerably improve the economic development of this long distressed area.

Bridge Restoration

Appropriations, 1988	
Budget estimate, 1989	
House allowance	
Committee recommendation	$2,500,000

The Committee has provided $2,500,000 for the restoration of the Walnut Street Bridge in Chattanooga, TN. This 100-year-old bridge is one of the few remaining iron pin-connected camelback through truss bridges remaining in the country. This project will demonstrate the economic and transportation benefits of restoring a previously closed historic bridge. At this level of funding, the Federal share of the restoration would be approximately 60 percent.

Reservation Road

Appropriations, 1988	
Budget estimate, 1989	
House allowance	
Committee recommendation	$5,000,000

The Committee has included bill language authorizing the Secretary of Transportation to provide $5,000,000 to the State of Arizona to acquire tribal rights-of-way for 29 miles of road connecting Interstate 10 and State Route 84, in Maricopa and Pinal Counties, AZ. This economic growth and development demonstration project will permit the widening and improvement of a Federal-aid secondary road which connects Interstate 10 and State Route 84. The bill language also includes a number of conditions that must be met prior to the expenditure of any Federal funds for this project.

Vehicular and Pedestrian Safety Demonstration Project

(Highway Trust Fund)

Appropriations, 1988	$6,650,000
Budget estimate, 1989	
House allowance	
Committee recommendation	

The Supplemental Appropriations Act for Fiscal Year 1987, Public Law 100–71, authorized the appropriation of $12,000,000 from the Highway Trust Fund for improving safety on Federal-aid urban and secondary roads involving Route 66 in Northampton and Huntington, MA. Through fiscal year 1988, $11,650,000 has been provided for this program. No additional funds for this project have been provided by either the House allowance or the Committee.

Highway Bridge Relocation Demonstration Project

Appropriations, 1988	$2,470,000
Budget estimate, 1989	
House allowance	
Committee recommendation	

This account covers 80 percent of the costs associated with the relocation of U.S. Highway 101 and the Queets River Bridge in Washington. There was no budget request and no additional funds for this project have been provided by either the House allowance or the Committee.

Highway Bypass Demonstration Project

Appropriations, 1988	$1,900,000
Budget estimate, 1989	
House allowance	
Committee recommendation	

This account finances the Federal share of costs related to the Prunedale Highway bypass on U.S. Highway 101 in Monterey, CA. These funds are expected to cover 80 percent of the costs associated with the project.

There was no budget request for the funds and the Committee has not provided any funding.

Traffic Improvement Demonstration Project

Appropriations, 1988	$475,000
Budget estimate, 1989	
House allowance	
Committee recommendation	

In fiscal year 1988, $475,000 was included for a highway bypass project in the vicinity of Petoskey, MI. There was no budget request for this project.

NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

Summary of Fiscal Year 1989 Program

The National Highway Traffic Safety Administration [NHTSA] was established as a separate organizational entity in the Department of Transportation in March 1970, to reduce the mounting number of deaths, injuries, and economic losses resulting from traffic accidents on the Nation's highways. Later, activities were added for improving automotive fuel economy and to institute some consumer programs. The National Traffic and Motor Vehicle Safety Act provides for the establishment and enforcement of Federal safety standards for motor vehicles and associated equipment and research, including the operation of required testing facilities. The Motor Vehicle Information and Cost Savings Act initially provided for the establishment of low-speed collision bumper standards, consumer information activities, diagnostic inspection, and odometer regulations and was later amended to incorporate responsibility for the administration of Federal automotive fuel economy standards. Under section 403 of title 23, United States Code, technical assistance is provided to the States in the conduct of their highway safety programs, and research and demonstration projects are conducted to develop and show the effectiveness of new techniques and countermeasures to address highway safety problems.

Grants are provided to the States under title 23, United States Code, section 402 to assist in the establishment and improvement of highway safety programs designed to reduce traffic deaths and injuries. Grants are funded as contract authority and are apportioned by formula to the States. Incentive grants are also allocated to the States for alcohol safety programs under title 23, United States Code, section 408.

The Committee recommends a total program level of $229,430,000 for the activities and programs of the National Highway Traffic Safety Administration for fiscal year 1989. This is $1,642,000 more than the budget request and $120,000 less than the House allowance.

The following table summarizes the Committee recommendations:

[In thousands of dollars]

Program	Fiscal year 1988 program level	Fiscal year 1989 budget estimate	House allowance	Committee recommendations
Operations and research	62,534	63,124	69,049	63,180
(Trust fund)	30,346	31,414	30,751	33,000
Highway traffic safety grants:				
(Liquidation of contract authority)	(135,000)	(130,500)	(130,500)	(130,500)
Safety formula grants [1]	114,950	115,000	115,000	115,000
Alcohol safety incentive grants [1]	13,533	13,500	10,000	13,500
Highway safety information and education [2]	4,750	4,750	4,750	4,750
Total	226,113	227,788	229,550	229,430

[1] Obligation ceiling on contract authority.
[2] Ceiling on cumulative obligations after fiscal year 1982.

Operations and Research

(Including Trust Funds)

	General	*Trust*	*Total*
Appropriations, 1988	$62,534,000	$30,346,000	$92,880,000
Budget estimate, 1989	63,124,000	31,414,000	94,538,000
House allowance	69,049,000	30,751,000	99,800,000
Committee recommendation	63,180,000	33,000,000	96,180,000

The bill includes an appropriation of $96,180,000 for operations and research, which is $1,642,000 more than the budget request and $3,620,000 less than the House allowance.

This level of funding provides for 653 permanent full-time positions. The position levels by program are listed in the table.

The amount appropriated is to be distributed as follows:

[Dollars amounts in thousands]

Program	Fiscal year 1988 appropriation level	Fiscal year 1989 budget estimate	House allowance	Committee recommendations
Rulemaking	$7,488	$8,027	$7,890	$7,890
Positions	(90)	(91)	(91)	(91)
Enforcement	$11,842	$12,798	$12,640	$12,390
Positions	(101)	(101)	(101)	(101)
Highway safety	$22,080	$24,420	$23,600	$27,720
Positions	(176)	(176)	(177)	(178)
Research and analysis	$45,264	$42,150	$48,800	$41,470
Positions	(145)	(146)	(146)	(146)
General administration	$7,992	$8,822	$8,700	$8,510
Positions	(89)	(90)	(91)	(90)
Office of the Administrator	$2,870	$3,171	$3,070	$3,050
Positions	(47)	(47)	(46)	(47)
Total	[1] $97,536	[2] $99,388	[3] $104,700	[2] $101,030
Positions	(648)	(651)	(652)	(653)

[1] Includes $4,656,000 available for administration of section 402 grants program.
[2] Includes $4,850,000 available for administration of section 402 grants program.
[3] Includes $4,900,000 available for administration of section 402 grants program.

RULEMAKING

This activity covers rulemaking relative to Federal motor vehicle safety standards, fees and equipment, automotive fuel economy standards, international harmonization of standards, and regulatory reform. The rulemaking effort is financed entirely from Federal funds.

The House has included $100,000 above the administration's request for the New Car Assessment Program [NCAP]. These funds were provided by the House for the auto consumer contract program for the retesting of those vehicles that have the highest recorded dummy injury ratings. Due to budgetary constraints the Committee has not concurred with the House earmark.

The Committee has concurred with the administration's request for one additional staff position in the Office of Vehicle Safety Standards.

The Committee has reduced the operating expenses based on expected management savings.

ENFORCEMENT

This program provides for the enforcement of programs described under the rulemaking activity, including manufacturer compliance with motor vehicle safety and fuel economy standards, investigation of safety-related defects, and surveillance of odometer tampering. Financing is entirely from Federal funds.

The Committee's recommendation is less than that requested by the administration, based on the expectation of management savings and lower than requested contract program funding.

HIGHWAY SAFETY

This program provides technical support to States in the conduct of their safety programs, conducts demonstration programs emphasizing alcohol countermeasures and safety belt usage, and provides for the operation and improvement of the national driver register. In addition, the program will be involved in the implementation of the Federal motor vehicle safety standard 208 on occupant protection.

Under the funding provided, the Committee has provided $5,000,000 for the National Occupant Protection Program, the same level provided by the House. This is slightly less than that requested, but it is $1,640,000 more than was available in fiscal year 1988.

In the alcohol and State programs area, the Committee has provided $70,000 above the administration's request for project TEAM (techniques for effective alcohol management). Under the funding level provided, the Committee expects that the total amount of funds available for alcohol program will be at $2,992,000, including the additional funding provided for the TEAM effort.

The House has included additional funding above that requested for a Dade County, FL, emergency medical services project. Due to budget constraints, the Committee has not included funding for this project.

The Committee fully supports the agency's efforts in the emergency

medical services area, and expects that the recently completed "EMS Sensitivity Index for Highway Safety Need" be widely distributed to assist local areas in determining their EMS systems' needs.

The Committee believes that NHTSA should commence a major initiative in rural trauma and provide technical assistance to States in implementing trauma systems. Approximately, 70 percent of the highway fatalities occur on rural highways. Patient assessment, stabilization, and transport are key parts of that critical first hour of trauma care, especially in rural areas where large geographic areas must be covered. Factors must be identified and priorities established to optimize care for the rural trauma patient. The Committee directs that of the funds provided, $150,000 be used for addressing the Committee's concerns regarding rural trauma care.

The Committee commends the effort of the State of New Jersey to establish enhanced 911 access for all residents in need of emergency assistance. The next component needed to assure appropriate, prompt reponse is a coordinated communications system for the emergency medical, police, and fire components of the emergency response system. To address this need, the Committee directs that of the funds provided, $3,000,000 be made available to the State's Division of Highway Traffic Safety to establish three communications centers and to evaluate their impact in improved emergency medical services delivery.

In fiscal year 1988, $240,000 was provided to support a regional system/based trauma registry for the Atlantic region. In the course of developing this system-based registry it has become apparent that a post admission, hospital-based registry would significantly enhance the original project. The Committee, therefore, has included $150,000 above the budget request to include a pilot implementation of the Centers for Disease Control's hospital based registry in three hospitals currently participating in the Atlantic EMS Council's regionally based study.

The Committee has authorized an increase of two full-time positions for NHTSA's emergency medical services activities.

RESEARCH AND ANALYSIS

This program provides motor vehicle safety and highway safety research and development in support of all NHTSA programs, including the collection and analysis of data to identify safety problems, develop alternative solutions, and assess costs, benefits, and effectiveness. Major activities include crashworthiness research and support for the national accident sampling system and the fatal accident reporting system.

The House has included funding above that requested by the administration for research and analysis activities including $4,000,000 for a trauma center at the Thomas Jefferson University in Philadelphia, PA; $3,000,000 for activities at the Centers for Injury Control; and $2,780,000 for additional light truck and van research. Due to extreme budgetary constraints placed on the Committee, the Senate has not allowed for an appropriation for the Thomas Jefferson University Trauma Center in Philadelphia. The Committee will, however, give

careful consideration to including this project in the conference agreement on this bill.

To accomodate the House initiatives totaling $9,780,000, the House has provided $6,650,000 over the administration's request for research and analysis. The House assumes reductions in budget requested items to make up the difference.

The Committee has essentially provided for the programs as requested in the administration's budget request. The slight decrease is expected to be accomplished through management savings.

GENERAL ADMINISTRATION AND OFFICE OF THE ADMINISTRATOR

Major activities include overall executive direction, planning, program evaluation, and implementation. The Committee recommends a total of $11,560,000 for these activities, which is $335,000 below the House allowance.

Highway Traffic Safety Grants

(Liquidation of Contract Authorization)

(Highway Trust Fund)

Appropriations, 1988	($135,000,000)
Budget estimate, 1989	(130,500,000)
House allowance	(130,500,000)
Committee recommendation	(130,500,000)

Under the Highway Traffic Safety Grants Program, grants of contract authority are provided to the States to assist in the establishment and improvement of highway safety programs designed to reduce traffic deaths and injuries. Safety formula grants are apportioned to the States on the basis of population (75 percent), and public road mileage (25 percent). The program requires that the States match 25 percent of the Federal contribution with their own funds. Activities are centered predominantly on efforts that will control the drinking driver; increase the intensity of traffic law enforcement; improve the quality of emergency medical services; implement programs to increase seat belt usage; and improve the collection and analysis of traffic accident data. Incentive grants are also allocated to the States for alcohol safety programs.

The Committee recommends an appropriation for liquidation of contract authorization of $130,500,000 for the payment of obligations incurred in carrying out provisions of the State and Community Highway Safety Program (sec. 402), the Schoolbus Driver Training Program (sec. 406), the Alcohol Safety Incentives Grant Program (sec. 408), and the Safety Education and Information Grants Program (sec. 209). This is the same as the budget request and the House allowance.

LIMITATION ON OBLIGATIONS (SEC. 402)

The Committee proposes a total limitation of $115,000,000 for obligations to be incurred under the Safety Formula Grants Program of section 402. This is the same as the budget request and the House allowance.

ALCOHOL INCENTIVE GRANTS (SEC. 408)

The Committee proposes a total limitation of $13,500,000 for obligations to be incurred under the section 408 Alcohol Incentive Grants Program. This is the same amount requested by the administration and $3,500,000 more than the House allowance.

SAFETY EDUCATION AND INFORMATION GRANTS (SEC. 209)

The Committee proposes to limit cumulative section 209 obligations at $4,750,000. This is the same level as the budget request.

OTHER PROVISIONS

The Committee has included bill language which limits the amount of funds available for section 402 safety grant administration to $4,850,000, which was the amount requested by the administration. This is $50,000 less than the House allowance.

FEDERAL RAILROAD ADMINISTRATION

Summary of Fiscal Year 1989 Program

The Federal Railroad Administration became an operating administration within the Department of Transportation on April 1, 1967. It incorporated the Bureau of Railroad Safety from the Interstate Commerce Commission, the Office of High Speed Ground Transportation from the Department of Commerce, and the Alaska Railroad from the Department of the Interior. The Federal Railroad Administration is responsible for planning, developing, and administering programs to achieve safe operating and mechanical practices in the railroad industry. Grants to the National Railroad Passenger Corporation (Amtrak) and other financial assistance programs to rehabilitate and improve the railroad industry's physical plant are also administered by the Federal Railroad Administration.

The Committee recommends new appropriations totaling $658,749,000 for the activities of the Federal Railroad Administration for fiscal year 1989. This is $602,642,000 more than the budget request, $8,782,000 less than the amount provided for fiscal year 1988, and $3,301,000 less than the House allowance. These comparisons do not include the offsets associated with the redeemable preference share loan asset sales and the receipt of repaid debt borrowings.

The following table summarizes the Committee recommendations:

[In thousands of dollars]

Program	Fiscal year 1988 appropriation level	Fiscal year 1989 budget estimate	House allowance	Committee recommendations
Office of the Administrator	22,877	18,292	14,975	15,695
(By transfer)	(1,900)			
Railroad safety	27,968	28,518	27,825	27,968
Railroad research and development	9,266	9,297	9,750	9,286
Northeast Corridor Improvement Program	26,600		15,000	25,000
Grants to Amtrak	580,800		590,000	580,800
Railroad rehabilitation and improvement financing funds				
Redeemable preference shares				
Conrail commuter transition assistance			4,500	
Settlement of railroad litigation				
Portion applied to debt	(38,951)			
Railroad credit enhancement	(240,000)	(120,000)	(99,000)	(120,000)
Total	667,531	56,107	662,050	658,749

Office of the Administrator

Appropriations, 1988	$22,877,000
(By transfer)	(1,900,000)
Budget estimate, 1989	18,292,000
House allowance	14,975,000
Committee recommendation	15,695,000

The Office of the Administrator provides support and guidance on critical issues concerning the railroad industry and the day-to-day operations of the Federal Railroad Administration. The appropriation includes budget activities, executive direction and administration and policy support aimed at resolving critical problems in the railroad industry. Beginning in fiscal year 1987, activities previously funded in the "Rail service assistance" account were consolidated into this account. Programs funded are (1) local rail service assistance grants—provides financial assistance to the States for rail planning and capital improvements on light density rail lines; (2) administration and special projects—includes the salaries and related expenses for administering FRA's assistance programs; and (3) Washington Union Station rental.

	Fiscal year 1989 budget estimate	House allowance	Committee recommendations
Local rail service assistance			
Washington Union Station	$2,741,000	$1,800,000	$1,800,000
Contractual support	$1,420,000	$950,000	$950,000
Salaries and expenses	$12,238,000	$12,100,000	$12,500,000
Alaska RR workers' compensation	$1,893,000		
Asset sale administration		$125,000	$125,000
High-Speed Rail Commission			$320,000
Total appropriation	$18,292,000	$14,975,000	$15,695,000
Staff-years	(179)	(186)	(189)

LOCAL RAIL SERVICE ASSISTANCE PROGRAM

The local rail service assistance [LRSA] program was established by the Regional Rail Reorganization Act of 1973 to provide financial support to States for the continuation of rail freight service on abandoned light density lines in the Northeast. The Railroad Revitalization and Regulatory Reform Act of 1976 expanded the program to all States. In 1978 the program was further amended to allow capital assistance for rehabilitation prior to, rather than after abandonment. Amendments in 1981 prohibited the use of these funds for operating subsidies.

The existing program focuses on planning and track rehabilitation and requires a Federal/State matching ratio of 70/30 percent. No funds were requested by the administration for this program.

Due to budgetary constraints, the Committee has not provided any additional funds for the LRSA Program. The authorization for the program is scheduled to expire at the end of fiscal year 1988. This recommendation is made without prejudice regarding the merits of the program.

WASHINGTON UNION STATION

The Committee recommends a level of $1,800,000 for Washington's Union Station.

Based on contractor and agency estimates it is expected that Washington Union Station construction will be completed and the new station will open in early fall 1988. The Committee supports FRA's efforts to acquire the property, which would necessitate purchase payments in lieu of rent in fiscal year 1989.

The Committee concurs with the House report language regarding Washington Union Station. It was at the encouragement of both the House and Senate Committees that FRA and the owners of Union Station entered into negotiations regarding the sale of the property. In response to the Administrator's report to the Committees on the negotiations, the House includes $10,000,000 in the fiscal year 1988 supplemental for a lump sum purchase of the property. Assuming enactment of that supplemental, the House has included fiscal year 1989 funds for other necessary nonlease costs. The Committee has provided the same.

In addition, the Committee has included bill language requested by the administration, which makes it clear that the Department has the authority to assume the first deed of trust without first having appropriations to pay the entire obligation. The language also allows that payments on the first deed of trust can be made from a combination of appropriations and revenues from the redevelopment project provided by the Union Station Redevelopment Corporation.

SALARIES AND EXPENSES

This activity provides for salaries and related expenses for the Office of the Administrator and his immediate staff, Executive Director and staff, Chief Counsel, civil rights, public affairs, budget, administration, policy, and passenger and freight services.

The Committee's recommendation for salaries and expenses assumes the addition of two additional staff-years for the four attorneys requested in the administration's budget. It is expected that these attorneys will work on the backlog of safety violations and negotiated penalty assessments in the Office of Chief Counsel.

The budget request assumed a reduction of 17 positions in the Office of Passenger and Freight Services because of program terminations or reductions in Amtrak, local rail service assistance, redeemable preference shares, and the Northeast Corridor Improvement Program. The Committee's recommendation funds the eight positions associated with Amtrak and its related activities and two positions associated with Northeast corridor activities.

CONTRACTUAL SUPPORT

This activity develops positions regarding various proposed structural changes in the railroad industry. Contractual support is used to conduct internal studies dealing with traffic, economic forecasting, financial condition, and other factors that contribute to an efficient national freight railroad network. Funding was also requested to study Amtrak's marketing techniques, analyze its labor costs, and to conduct an asset evaluation. The Committee has not provided the administration requested funding for the Amtrak sale study.

ALASKA RAILROAD WORKERS' COMPENSATION

This activity provides for the necessary payment of lump sum workers' compensation payments to former employees of the Alaska Railroad, and to close out the Federal Government's liability for unemployment compensation payments made by the State of Alaska to railroad employees during the period of Federal ownership.

The Committee has not included any additional funding for this activity. The compensation payments have already been made by the Department of Labor.

COMMISSION ON RAILROAD RETIREMENT REFORM

The Committee directs the administrator to promptly make available staff assistance, and other necessary support to enable the Commission on Railroad Retirement Reform, established by section 9033 of H.R. 3545, Public Law 100–203, to commence operations. The administrator shall enter into whatever agreements may be necessary with other Federal agencies to carry out this directive.

HIGH-SPEED RAIL COMMISSION

The Committee directs that the Federal Railroad Administration make available from discretionary funds $320,000 for necessary expenses related to the establishment and initial operation of the California/Nevada Bi-State Super Speed Ground Transportation Commission. This project will link Las Vegas, NV, with southern California via a state-of-the-art ground transportation system that will offer an alternative mode of transportation to our overcrowded highways and airports.

The commission's functions include the following: (1) select a franchisee; (2) acquire all needed rights-of-way; (3) acquire permits and licenses; (4) establish a project implementation schedule; and (5) prepare a detailed financial plan.

The Committee believes that high-speed rail technology is an essential element in the development and evolution of public transportation systems. High-speed train technology will provide the traveling public with an alternative to the traditional modes of transportation, including highways and airports.

RAILROAD SAFETY

Appropriations, 1988	$27,968,000
Budget estimate, 1989	28,518,000
House allowance	27,825,000
Committee recommendation	27,968,000

This appropriation finances the development, administration, and enforcement of programs designed to achieve safe operating and mechanical practices in the railroad industry.

The Committee recommends a $27,968,000 program level for the Railroad Safety Program. This is $550,000 below the budget request for railroad safety and $143,000 above that recommended by the House.

The funds for rail safety are intended to be distributed as follows:

	Fiscal year 1989 budget estimate	House allowance	Committee recommendations
Federal enforcement (field inspectors)	$23,562,000	$22,950,000	$23,093,000
Permanent positions	(382)	(379)	(381)
Grants-in-aid for railroad safety			
Automated track inspection	$1,140,000	$1,140,000	$1,140,000
Regulation and administration	$3,816,000	$3,735,000	$3,735,000
Permanent positions	(65)	(65)	(65)
Total appropriation	$28,518,000	$27,825,000	$27,968,000

Federal enforcement.—This program provides salaries and related expenses for safety field operations. Federal inspectors monitor railroads for compliance with Federal laws with specific emphasis on passenger and hazardous material routes. In addition, this staff provides training to State and railroad industry personnel on safety enforcement activities, including programs dealing with alcohol and drug abuse problems. Based on information provided the Committee, it is expected that Federal inspectors will spend no less than 15 days per month in the field.

The Committee has provided additional funding for two of the three field safety supervisor positions requested by the administration. The Committee directs that these new supervisors should be located in the two FRA regions that have the highest level of railroad activity.

Grants-in-aid for railroad safety.—This program assists States in paying salaries and expenses incurred for State safety inspectors on an up to 50 percent cost-sharing basis. In 1988, 31 States participated in the program with 104 inspectors. The Federal funds financed approximately 11 percent of the total States' program. The Committee has not provided additional funding for the program.

Automated track inspection.—This program provides for the operation of a self-propelled automatic track inspection vehicle which annually surveys approximately 25,000 miles of track. To assure continued reliable performance, the budget requested the same level as fiscal year 1988.

Regulation and administration.—This program funds the salaries and related expenses of safety headquarters personnel, data gathering and dissemination, planning and evaluation activities, and provides direction to the field enforcement staff. The Committee has provided the requested position level of 65.

Railroad Research and Development

Appropriations, 1988	$9,286,000
Budget estimate, 1989	9,297,000
House allowance	9,750,000
Committee recommendation	9,286,000

The Federal Railroad Administration's Railroad Research and Development Program plans and conducts research aimed at improving all aspects of the safety of train operations and maintenance, as well as

stimulating new industry safety developments and trends. This program will address research in (1) equipment operations and hazardous materials transport safety; (2) track and right-of-way safety; (3) track/train interaction safety testing; and (4) operating practices.

The Committee recommends an appropriation of $9,286,000 for railroad research and development. This is the same level provided in fiscal year 1988, $464,000 below the House allowance, and $11,000 below the administration request.

Within the overall level there is approximately $5,000,000 for track safety research. The Committee has not provided funds for studying the technical and economic feasibility of magnetic levitation technology. The House included $250,000 for this activity.

The Committee strongly supports FRA's research in the operating practices area, since approximately 28 percent of railroad accidents are attributable to human factors. Therefore, any adjustments to the planned 1989 activities necessitated by funding shortages or higher than anticipated costs should be made in the track safety area.

Northeast Corridor Improvement Program

Appropriations, 1988	$26,600,000
(By transfer)	(950,000)
Budget estimate, 1989	.....
House allowance	15,000,000
Committee recommendation	25,000,000

Title VII of the Railroad Revitalization and Regulatory Reform [4–R] Act of 1976, as amended, provides for the upgrading of the Northeast corridor between Boston, MA, and Washington, DC. The law requires upgrading of the corridor to facilitate the provision of safe, dependable, rail passenger service and faster trip times. Pursuant to amendments of the 4–R Act in 1980, the major improvement work has been redirected toward the most heavily traveled segments of the corridor and emphasizes safety and reliability. Through fiscal year 1988, the total amount appropriated for this program has been $2,339,184,000 of the $2,585,000,000 authorized including public grade crossing support. No further funding has been requested by the administration.

The House has provided $15,000,000 for fiscal year 1989 and has earmarked the funds for specific projects. The Committee recommends an appropriation of $25,000,000.

The Committee recommendation compared to the House distribution is:

Activity	House allowance	Committee recommendations
Communication and signal upgrades	$4,200,000	$4,200,000
Passenger car modifications	3,900,000	3,900,000
Locomotive modifications	1,500,000	1,500,000
CETC and signal upgrades	4,400,000	14,400,000
Track improvements	1,000,000	1,000,000
Total	15,000,000	25,000,000

The Committee has provided funding for projects to improve the safe operation of the Northeast Corridor including: installation of centralized and electric train control and related signal upgrades between Wilmington, DE, and Newark, NJ; communication and signal system upgrades to convert to color position signal lights; passenger car modifications to install baggage and on-board equipment restraints, seat locks and upgraded electrical systems; locomotive modifications to include event recorders and cab signal-speed controls on switchers; and, track improvements to include installation of concrete ties.

The funding that the Committee has provided for the centralized and electric traffic control system (CETC) is for Amtrak's share of the costs for this project. The Committee takes exception to the House report language which states that the funding provided will be used as Amtrak's part of their local share. The Committee takes this position because it feels that the House language would prejudice any negotiations between Amtrak and local commuter authorities regarding a final settlement on funding arrangements.

Grants to National Railroad Passenger Corporation (Amtrak)

Appropriations, 1988	$580,800,000
Budget estimate, 1989	
House allowance	590,000,000
Committee recommendation	580,800,000

The National Railroad Passenger Corporation (Amtrak) has been provided Federal assistance through the Department of Transportation since Amtrak's inception in May 1971, to support a national rail passenger system. This assistance has been in the form of grants for capital improvements, operating subsidies, cost sharing for intrastate rail services, and funds for labor protection costs associated with the discontinuance of rail passenger service.

Amtrak currently operates approximately 250 trains on a national system of over 24,000 route miles. This includes approximately 600 miles in the Northeast corridor and over 200 off-corridor miles owned by Amtrak. Approximately 15 percent of Amtrak's operating subsidy is paid to 21 railroads for services provided for the operation of trains for Amtrak.

The administration did not request any funding for this program in fiscal year 1989. The Committee recommends a funding level of $580,800,000, which is the same as the 1988 level and $9,200,000 below the House allowance. The Committee recommendation is also below the

Amtrak budget request of $630,000,000, which is the authorized level for fiscal year 1989.

The Amtrak request for Federal funds includes a 4.3-percent adjustment to the fiscal year 1988 level for inflation (+$65,300,000); an estimated 6.4-percent increase in revenue (+$67,000,000); and, a $51,000,000 capital grant increase over that provided in fiscal year 1988. In recommending a freeze for Amtrak, the Committee recognizes that this could impact the capital budget request including the purchase of rolling stock and right-of-way and station improvements. At the recommended level, however, Amtrak's capital program will total approximately $90,000,000, including Northeast Corridor Improvement Program funds.

STATE TAX EXEMPTION FOR COMMUTER RAILROADS

The Committee has included bill language which would provide a tax exempt status to commuter rail agencies, similar to the provisions which would be extended to commuter rail operations under contract to Amtrak. Under the Northeast Rail Services Act of 1981 [NERSA], and Public Law 97-257, the Supplemental Appropriations Act of 1982, Amtrak and rail operators contracting with Amtrak commuter were exempt from any taxes or other fees imposed by any State, political subdivision of a State, or local taxing authority. The Committee provision allows the exemption only to the extent that commuter authorities that contract with Amtrak for the provision of services are exempted.

EMPIRE BUILDER SERVICE

The Committee has included a general provision which directs the Secretary of Transportation to grant to the Soo Line Railroad Co., $8,000,000 for the rehabilitation of the Soo Line's tracks between LaCrosse and Milwaukee, WI.

The bill requires that the $8,000,000 provided be made available only for the construction, rehabilitation, renewal, replacement or other improvements on the tracks mentioned above. The condition of these tracks has deteriorated over the past several years to the point where passenger train service cannot be safely operated at speeds sufficient to make the service competitive or marketable. Amtrak is not able to meet its schedules and is thus considering the rerouting of the Empire Builder which would leave the communities of Milwaukee, Columbus, Portage, Wisconsin Dells, and Tomah, WI, without this important transportation service.

The Committee understands that, recognizing the circumstances of this situation, Amtrak and the Soo Line are cooperating to achieve the schedule performance in the short term in a way that will permit Amtrak to remain on this preferred route, with the goal of ultimately achieving the level of utility specified in the contract between Amtrak and the Soo Line. If, however, progress toward this solution is not sufficient to enable Amtrak to provide adequate service to customers

along this line, the Committee expects Amtrak to do everything necessary to maintain its Wisconsin Empire Builder service. This includes undertaking arbitration proceedings and other appropriate legal remedies to require the Soo Line to expedite the work, come within the present extended schedule, and ultimately reestablish the level of utility specified in the contract between the Soo Line and Amtrak. Should the case be taken to arbitration, the Committee directs that any arbitration award be used to offset the appropriation in this bill.

The Soo Line, or any subsequent owners of the railroad lines improved with this grant, shall not construe the terms of any existing trackage rights agreement or any existing or future operating agreement between the National Railroad Passenger Corporation and the owners of such railroad lines in a manner that would result in an increase in the rental or other payments made thereunder because of the expenditures made under this appropriation. Further, the Soo Line and any subsequent owners of the railroad lines so improved shall not seek to include the value of any expenditures made under this appropriation in the transfer price of any of the lines so improved.

Railroad Rehabilitation and Improvement Financing Funds

Appropriations, 1988	
Portion applied to debt reduction	
Budget estimate, 1989	
House allowance	
Committee recommendation	

Section 511 of Public Law 94–210, as amended, authorizes obligation guarantees for meeting the long-term needs of the railroads. Railroads utilize this funding mechanism to finance major new facilities and rehabilitation or consolidation of current facilities. The administration proposes that no new loan guarantees be made during fiscal year 1989, and has included bill language prohibiting all new loan guarantees. This is the same as provided by the House.

Redeemable Preference Shares

(AUTHORITY TO BORROW)

Appropriations, 1988	
Budget estimate, 1989	
House allowance	
Committee recommendation	

Section 505 of the Railroad Revitalization and Regulatory Reform Act of 1976, as amended, authorizes the Secretary of Treasury to purchase fund anticipation notes from the Secretary of Transportation, which funds will be used to purchase redeemable preference shares from railroads to provide for capital needs to preserve rail freight services. No funds were requested for this program in 1989 since the authorization expires on September 30, 1988.

The House has inserted bill language relating to the sale of redeemable preference shares. The Committee has approved the House language, with the exception of the proviso relating to the treatment of the proceeds from such sales for purposes of section 257(12) of the Balanced Budget and Emergency Deficit Control Act of 1985 as amended.

Settlements of Railroad Litigation

(APPROPRIATION FOR DEBT REDUCTION)

Appropriations, 1988	
Portion applied to debt reduction	(−$38,950,246)
Budget estimate, 1989	
House allowance	
Committee recommendation	

In fiscal year 1988, bill language allowed funds previously repaid by Central Jersey Industries to reduce the public debt authority.

In 1981, the Government began valuation settlement with railroads for properties transferred to Conrail in 1976. Total settlements made through 1987 amount to $2,800,000,000.

CONRAIL COMMUTER TRANSITION ASSISTANCE

Appropriations, 1988	
Budget estimate, 1989	
House allowance	$4,500,000
Committee recommendation	

The House has provided $4,500,000 for the Southeastern Pennsylvania Transportation Authority for the Ninth Street Bridge improvement project.

URBAN MASS TRANSPORTATION ADMINISTRATION

Summary of Fiscal Year 1989 Program

The Urban Mass Transportation Administration was established as a component of the Department of Transportation by Reorganization Plan No. 2 of 1968, effective July 1, 1968, which transferred most of the functions and programs under the Urban Mass Transportation Act of 1964, as amended (78 Stat. 302; 49 U.S.C. 1601 et seq.), from the Department of Housing and Urban Development.

The missions of the Urban Mass Transportation Administration are: to assist in the development of improved mass transportation facilities, equipment, techniques, and methods; to encourage the planning and establishment of urban mass transportation services needed for economical and desirable urban development; to provide mobility for transit dependents; to maximize productivity of urban transportation systems; and to provide assistance to State and local governments and their instrumentalities in financing such services and systems.

Under the Committee recommendations, a total program level of $3,155,382,000 would be provided for the activities of the Urban Mass

Transportation Administration for fiscal year 1989. This is $1,633,382,000 more than the budget request and $123,671,000 less than the House allowance.

The following table summarizes the Committee's recommendations:

[In thousands of dollars]

Program	Fiscal year 1988 program level	Fiscal year 1989 budget estimate	House allowance	Committee recommendation
Administrative expenses	31,882		32,100	31,882
Research training and human resources	12,217		10,000	10,000
Formula grants	1,736,453		1,736,453	1,590,000
Discretionary grants limitation on obligations	1,130,500		1,140,000	1,250,000
Formula transit grants—Limitation on obligations		[1] 1,394,000		
Mass Transit Capital Fund (liquidation of contract authority)	(1,100,000)	[2] (900,000)	(400,000)	(1,100,000)
Interstate transfer grants—transit	123,500	([3])	180,000	123,500
Washington Metro	180,500	128,000	180,500	150,000
Total	3,215,052	1,522,000	3,279,053	3,155,382

[1] The administration's request for formula transit grants covers administrative expenses; research, training and human resources: elderly and handicapped; and planning activities.

[2] The administration's request estimated that $400,000,000 of liquidating cash was for discretionary capital grants and $500,000,000 was for the formula transit grants.

[3] The administration's request assumed that funds for the transfer program would be funded from the Highway Trust Fund.

Administrative Expenses

Appropriations, 1988	$31,882,000
Budget estimate, 1989	([1])
House allowance	32,100,000
Committee recommendation	31,882,000

[1] Included under formula transit grants at $32,500,000.

The Committee recommends a total of $31,882,000. The budget request for administrative expenses was predicated on the reduction of 28 full-time equivalents from the fiscal year 1988 level of 443. The Committee has provided $218,000 below the House level, $618,000 below the administration's request for fiscal year 1989, but the same as the total provided in fiscal year 1988. In addition, the Committee has included bill language which limits the operating expenses of the Office of the Administrator to $600,000. This is the same as the limitation imposed on the fiscal year 1988 funds. Similar language was not included by the House.

Under general provisions, the Committee has included language which would allow Atlantic City rail line directional route miles to be included in the 1988 section 15 report as well as subsequent reports.

BUY AMERICA PROVISIONS

The Committee concurs with recommendations made by the General Accounting Office in testimony before the Subcommittee on Investigations and Oversight of the House Committee on Public Works and

Transportation. The Committee encourages UMTA to routinely disseminate its rulings, findings and opinions on Buy America to all grantees; to become more directly involved in preaward audits; and, to establish more precise guidance in its enforcement of Buy America provisions. The Committee expects that the Department will advise the Authorizing Committees of jurisdiction and the Appropriations Committee where the agency needs further clarification of or assistance in implementation of Buy America provisions.

CHARTER BUS REGULATIONS

The existing UMTA charter bus regulation prohibits recipients of UMTA funds from providing charter service using UMTA-funded equipment or facilities, if there is a private charter operator willing and able to provide the charter service. Both the House and Senate Appropriations Committees in prior report language expressed concern about whether the regulation precluded handicapped persons and the needy from getting affordable charter service.

UMTA responded to this direction by issuing a notice of proposed rukemaking [NPRM] on May 25, 1988. The NPRM provides a 60-day written comment period, and schedules four hearings to receive oral testimony. The House has included bill language, section 330, which in addition to permitting nonprofit social service agencies with clear needs for affordable and/or handicapped accessible equipment to seek charter bids from publicly funded operators, provides an exemption from the charter regulations to public transit authorities which purchased charter rights entirely with non-Federal funds prior to enactment of the Urban Mass Transportation Act of 1964.

The Committee believes that the rulemaking process now underway allows all concerned parties the opportunity to comment on how the rulemaking affects them; and offer recommendations for narrowing or broadening the UMTA proposal. The Committee expects that this rule will be promulgated in an expeditious manner and without any of the undue delay that accompanied the promulgation of the NPRM.

In addition, by striking the House bill language, the Committee has deleted language regarding an exemption for public transit authorities that acquired charter bus rights before enactment of the UMTA Act of 1964. The Committee does not have information on the scope or effect of this amendment. Furthermore, no information has been provided to demonstrate the particular need for this provision. In the NPRM of May 25, 1988, UMTA invited public comment on whether recipients that purchased charter rights prior to the enactment of the UMTA Act should receive special treatment under the charter regulation. The Committee feels that the NPRM process should be allowed to run its course, and that any legislative action prior to the collection, dissemination, and analysis of the data would be premature.

The Committee will carefully monitor the charter bus issue to ensure that UMTA action reflects the public comments received and is prepared to take action if UMTA does not respond to the evidence presented.

MONMOUTH COUNTY, NJ

The Committee is aware of concerns that proposals to reestablish commuter rail service in central Monmouth County, NJ, may not adequately serve population centers in western Monmouth County and Middlesex County, NJ. The Committee urges the Urban Mass Transportation Administration to work with State and local officials to develop a plan that will effectively serve the entire region, and to work toward prompt implementation of that plan.

RESEARCH, TRAINING, AND HUMAN RESOURCES

Appropriations, 1988	$12,217,000
Budget estimate, 1989	([1])
House allowance	10,000,000
Committee recommendation	10,000,000

[1] Included under formula transit grants at $10,000,000.

The Research and training activity, authorized by the Urban Mass Transportation Act of 1964, as amended, provides for grants and contracts for the purpose of developing, testing, and demonstrating new facilities, equipment, techniques, and methods (operational and managerial). Also funded are grants to public bodies to provide for advanced training of personnel in the mass transportation field, grants to public and private, nonprofit institutions to assist in establishing or continuing programs which combine professional training and research in the field of mass transportation, and projects that address human resource needs as they apply to public transportation activities.

The bill includes $10,000,000 for these research and training activities, which is the same as the House amount and the budget request.

Funding under this appropriation account heading is authorized under the following sections of the Urban Mass Transportation Act of 1964, as amended: research and technical assistance, section 6; management training, section 10; university research, section 11; and human resources, section 20.

The Committee agrees with the House observation that supports UMTA's efforts in the area of suburban mobility and other innovative proposals addressing such things as land-use planning, reverse commute, transit transfer stations, and policy regarding downtown parking policies. Within the level of funding provided, the Committee directs that $1,000,000 be available to continue the phosphoric acid fuel cell bus technology development program. In addition, the Committee directs that $1,350,000 be available to continue for a second year the project to promote access to mass transit for people with disabilities.

The Committee concurs with the House report language that commends those projects that have private interests involved in the planning and development of mass transit facilities. Such projects have been highlighted in the administrator's testimony before the Committee, and the Committee concurs with the House language that encourages such public/private partnerships.

The Committee has not included the House initiative which would provide $1,000,000 to plan and then construct an Urban Harbors Institute at the University of Massachusetts at Boston. The Committee believes that urban harbor transportation needs and the attendant environmental impacts are worthy areas of study. The Committee, however, does not believe that a totally new program and facility has to be planned and constructed for such purposes.

The following table summarizes the Committee recommendations, budget request, House allowance, and last year's level:

Program	Fiscal year 1988 appropriation	Fiscal year 1989 budget estimate	House allowance	Committee recommendation
Research and technical assistance	$9,510,000	$6,750,000	$7,000,000	$7,000,000
Management training	474,000	1,500,000	1,250,000	1,250,000
University research	713,000	750,000	750,000	750,000
Human resources	1,520,000	1,000,000	1,000,000	1,000,000
Total	12,217,000	10,000,000	10,000,000	10,000,000

Formula Grants

Appropriations, 1988	$1,736,453,000
Budget estimate, 1989	
House allowance	1,736,453,000
Committee recommendation	1,590,000,000

The Formula Grant Program is authorized by sections 9 and 18 of the Urban Mass Transportation Act of 1964, as amended by the Surface Transportation Assistance Act of 1982 and the Federal Mass Transportation Act of 1987. It provides grants on the basis of a formula to State and local agencies for mass transportation operating and capital expenses.

The budget proposed that this program be replaced with a Formula Transit Grants Program that would be funded from the "Mass transit" account of the Highway Trust Fund. Legislation necessary to implement the changes requested by the administration has not been enacted.

The Committee recommends $1,590,000,000 for continuation of the existing Formula Grant Program including $5,000,000 for the section 18(h) Rural Transit Assistance Program [RTAP]. This is $146,453,000 below the House allowance including the House's allowance of $4,750,000 to carry out the provisions of section 18(h). The Committee recommendation is $146,453,000 less than that provided in fiscal year 1988.

SECTION 18—NONURBANIZED AREAS

The Committee has provided a total of $74,846,900 in fiscal year 1989 for nonurbanized, section 18, areas. This is accomplished by including bill language which sets aside $27,000,000 for the section 18 program, before the apportionment of the balance of $1,633,000,000 in section 9 and 9(B) funds.

TOTAL FORMULA DISTRIBUTION

The balance of $1,633,000,000 in section 9 and 9(B) funding recommended by the Committee would be distributed using the formula distributions in current law and would, therefore, be distributed as follows:

—Urbanized areas with a population of 200,000 or more: These areas would receive $1,444,061,900, or 88.43 percent, of the total. Of this amount, two-thirds is apportioned using a bus-tier formula and one-third is apportioned using a rail-tier formula.

—Urbanized areas with populations of less than 200,000: These areas would receive $141,091,200, or 8.64 percent, of the total.

—Nonurbanized areas: These areas would receive $47,846,900, or 2.93 percent, of the total recommended.

OPERATING ASSISTANCE

The Committee has included bill language limiting operating subsidies. Existing law governing this activity is the Surface Transportation Assistance Act of 1982 as amended by the Federal Mass Transportation Act of 1987.

The Committee has concurred with the House bill and report language which limits the total amount of section 9 funding that may be used for operating assistance to $804,691,892.

FORMULA TRANSIT GRANTS

(LIQUIDATION OF CONTRACT AUTHORIZATION)

(HIGHWAY TRUST FUND)

Appropriations, 1988	
Budget estimate, 1989	($500,000,000)
House allowance	
Committee recommendation	

The budget request for fiscal year 1989 funding under this account is predicated on the enactment of legislation which establishes a new Formula Transit Grants Program. Funds to liquidate the contractual obligations of the existing Discretionary Grant Program are shown with the appropriate account. The administration's budget request for liquidating cash for the Formula Transit Grants Program was $500,000,000 based on a $1,394,000,000 obligation ceiling for formula transit grants.

Discretionary Grants

(Limitation on Obligations)

(Highway Trust Fund)

Appropriations, 1988	($1,130,500,000)
Budget estimate, 1989	
House allowance	(1,140,000,000)
Committee recommendation	(1,250,000,000)

The Surface Transportation Assistance Act of 1982 amended section 3 of the Urban Mass Transportation Act of 1964 (49 U.S.C. 1601 et seq.). It provided, that beginning in fiscal year 1984, funds for the section 3 discretionary program were derived exclusively from user fee revenue contained in the "Mass transit" account of the Highway Trust Fund. Additional amendments including reauthorization were included in the Federal Mass Transportation Act of 1987.

Section 3 of the Urban Mass Transportation Act of 1964, as amended (49 U.S.C. 1601 et seq.), authorizes the Urban Mass Transportation Administration to make discretionary grants or loans to States and local public bodies and agencies thereof to be used in financing mass transportation investments. Such investments may include construction of new fixed guideway systems; extensions to existing guideway systems; major bus fleet expansions; capital grants for emergency repairs to transit facilities resulting from natural disasters; deployment of new technology; innovative transit demonstration projects; and technical planning assistance.

The Committee recommends an obligation limitation of $1,250,000,000. This is $110,000,000 above the level recommended by the House. There was no budget request for this program. The budget proposed that this program be replaced with a Formula Transit Grants Program that would be funded from the "Mass transit" account of the Highway Trust Fund.

The following table summarizes the Committee recommendations:

	House allowance	Committee recommendations
Bus and bus facilities	$143,500,000	$145,000,000
Existing rail modernization and extensions	433,000,000	443,000,000
New systems and new extensions	408,500,000	402,000,000
Planning	45,000,000	45,000,000
Elderly and handicapped	35,000,000	35,000,000
University transportation centers	5,000,000	5,000,000
Section 9B formula grants	70,000,000	75,000,000
Interstate transfers		100,000,000
Total	1,140,000,000	1,250,000,000

BUS AND BUS FACILITIES

The bill includes $145,000,000 under this heading for the purchase of buses, bus related equipment and paratransit vehicles and for the construction of bus-related facilities. These funds will assist in the replacement of many over-age buses in cities of all sizes, permit the expansion of bus service to accommodate community transit needs, help finance appropriate bus maintenance facility modernization or construction, assist in bus rehabilitation, and assist in the purchase of support equipment.

Within the amount provided, the Committee concurs with the House earmark of $3,100,000 for the Maryland Mass Transit Administration's program to expand Baltimore's suburban transit program. To continue the projects begun in the fiscal year 1988 appropriations bill, the Committee earmarks $7,400,000 for construction of the Cold Spring bus garage by the Niagra Frontier Transportation Authority and $4,800,000 to acquire 50 buses.

In addition, the Committee concurs with the House earmark of $2,500,000 for the intermodal station at the new convention center in Portland, OR. As observed in the House report, these funds are in addition to the 1982 letter of intent for bus and bus-related improvements. These actions are the result of a decision in 1986 by the voters in the Portland area to locate the convention center along the Banfield light rail alignment. These funds will be used to accommodate persons utilizing the line as well as greatly enhance the safety of pedestrian traffic at and adjacent to the convention center.

The Committee believes that UMTA should participate in funding the purchase of energy efficient buses to help communities comply with stringent Federal clean air standards. To help meet national environmental goals, UMTA should participate in this important effort by funding up to 50 such buses for use in the New York City and Nassau County, Long Island, area.

The Committee supports the efforts of the Hillsborough Area Regional Transit Authority to stimulate transit usage in downtown Tampa. The Committee directs UMTA to assist the authority in evaluating proposals for constructing the downtown Tampa transitway and terminal project. It is the Committee's intent that total project financing be provided as per section 4(a) of the Urban Mass Transportation Act, based upon the proposal submitted by the lowest responsive and responsible bidder.

EXISTING RAIL MODERNIZATION AND EXTENSIONS

The Committee recommends a total of $443,000,000 for the modernization and extension of existing rail transit systems. The administration's budget request would have distributed funds for rail modernization through a formula.

Funding for this program primarily benefits the existing rail transit systems of New York, Chicago, Philadelphia, northeast New Jersey, Boston, San Francisco, Pittsburgh, and Cleveland. Other cities with rail systems can and have participated in the program.

The Committee is concerned about the slow pace at which funds provided for the rail modernization program are obligated. At the time of the agency's appearance before the Committee, more than the total amount of funding earmarked for fiscal year 1988 for the program remained unobligated. The Committee realizes that there are a number of factors that affect obligations. UMTA, however, is directed to expeditiously review and process grant requests in this program area and report to the House and Senate Committees on any unusual delays or problems in obligating the funds provided.

Within the amounts made available, the Committee directs that $13,000,000 be provided the State of Maryland to expand commuter rail services that link the Baltimore and Washington regions, including funds to acquire additional equipment. The Committee concurs with the House earmarks for the Southeastern Pennsylvania Transportation Authority [SEPTA], which includes $7,000,000 for the Temple University regional rail division station and $3,300,000 for the University City rail station. The Committee also directs that $4,500,000 of the rail modernization grants to the New York Metropolitan Transit Authority [MTA] be made available solely for the reconstruction and completion of the Long Island Railroad Union Hall Street Station located in Jamaica, Queens, NY.

The Committee directs that a portion of the rail modernization funds made available in fiscal year 1989 be made available to the Connecticut Department of Transportation for track and bridge improvements, rail rolling stock, platform construction, and catenary improvements for the New Haven Rail Line.

The Committee has not included the other House earmarks.

CENTRALIZED ELECTRIC TRAFFIC CONTROL

The House has included report language on the major capital improvements being made on the Northest corridor, including installation of centralized and electric traffic control between Marcus Hook, PA, and Newark, NJ. The Committee fully suports this capital investment, and directs that out of the rail modernization funding, $30,000,000 be made available in fiscal year 1989 for the Wilmington, DE, to Trenton, NJ, and for the Trenton to Newark, NJ, segments. The Committee takes exception to the House language which directs a specific funding ratio for this activity. The Committee believes that Amtrak and the commuter rail authorities should negotiate fair and equitable funding arrangements for these improvements before applying for the necessary rail modernization funds.

GENERAL PROVISION

The Committee does not consider it likely that Caltrain service will cease after over 120 years of operation regardless of a change in management in 1990 and has included a general provision in the bill directing UMTA to release the funds appropriated for Caltrain, notwithstanding section 3(a)(2)(A)(ii).

NEW SYSTEMS

The Committee suggests the allocations below, as compared to House earmarks, for preliminary engineering, right-of-way acquisition, new systems construction, and extensions.

The following table summarizes the Committee recommendations compared to the House allowance:

City and project	House allowance	Committee recommendation
Seattle (bus tunnel)	$18,000,000	$18,500,000
Miami (circulator)	15,500,000	
Atlanta (rail construction)	70,000,000	74,000,000
Los Angeles (rail construction)	149,500,000	148,000,000
St. Louis (light rail)	64,500,000	55,000,000
Denver (busway)	16,000,000	16,000,000
Salt Lake City (PE and right-of-way)	5,000,000	10,000,000
Jacksonville	10,000,000	7,000,000
Newark (preliminary engineering)		2,000,000
Dallas	5,000,000	5,000,000
Baltimore (car purchase)	5,000,000	10,000,000
Houston	50,000,000	50,000,000
Portland		6,500,000
Total	408,500,000	402,000,000

PROJECT DESCRIPTIONS

Seattle.—The Committee recommends $18,500,000 for the city's bus tunnel project. At the recommended funding level, $17,000,000 would be the final installment under the existing full-funding contract covering the tunnel project. The additional funding is outside the scope of the contract and would be used for the installation of rail for possible future use. The project is on schedule for an early 1990 opening.

Miami.—The Committee has not provided any additional funding for the people mover extensions. Metro-Dade is seeking funds for two extensions to its Metromover people mover system (a 1.4-mile leg to Omni and a 1.1-mile leg to Brickell). The two extensions would cost approximately $240,000,000 with a proposed Federal share of $180,000,000. Approximately, $137,000,000 has already been provided for this project. Per congressional direction, a full-funding agreement is presently being negotiated. The preliminary engineering phase has been completed.

Atlanta.—The Metropolitan Area Rapid Transit Authority's recommended funding would complete the Federal funding for phase C of the heavy rail system from Doraville on the northeast to Atlanta's International Airport on the south. In addition, approximately $28,000,000 would be available for the phase D construction segment from Avondale to Indian Creek.

Los Angeles.—The Committee recommends $148,000,000 for the Metro Rail minimum operable segment–2 [MOS–2]. This is in addition to the $45,400,000 provided in fiscal year 1988 for MOS–2. At the present time, the Southern California Rapid Transit District has not yet selected an alignment for this extension of the heavy rail system. The al-

ternatives under consideration vary from 4.5 to 10.8 miles of elevated rail and subway along two branches, one west through the Wilshire corridor and the other north to Hollywood or North Hollywood. In Public Law 100–17, Congress authorized a section 3 share of $667,000,000 for this extension. Depending on the alignment selected, the total cost of MOS–2 will be between $948,000,000 and $1,720,000,000. The supplemental final environmental impact statement for MOS–2 is expected to be completed by August 1988.

St. Louis.—The Committee is recommending $55,000,000 for Metro Link, the 20 mile, light rail system from East St. Louis through the St. Louis central business district to the airport. To date, $90,000,000 has been earmarked for this project with $2,000,000 obligated. The total construction costs for this project are estimated at $384,000,000, with the local share of 25 percent coming from in-kind contributions. Congress has directed UMTA and representatives of St. Louis to negotiate a full-funding contract to cover the scope and costs of this project. The parties are still in negotiation. Construction could begin as soon as the full funding contract is signed and operations could begin as early as 1992.

Denver.—The regional transportation district and Colorado Department of Highways are conducting alternatives analysis and preliminary engineering for bus/high occupancy vehicle lanes in the median of Interstate Highway 25 and a connection to downtown. The project would be 4.5 to 12.8 miles in length, depending on the northern terminus chosen. The Committee is recommending an additional $16,000,000 for this project, which is in addition to the $21,000,000 provided in previous years' appropriations. Depending on the length of the project, total section 3 Federal funding ranges from $50,000,000 to $85,000,000. Alternatives analysis and preliminary engineering are expected to be completed by October of this year.

Salt Lake City.—The Committee has provided $10,000,000 in fiscal year 1989 funds for the Salt Lake City south corridor project. In fiscal year 1988, $3,600,000 was provided for preliminary engineering activities. The Wasatch Front Regional Council is studying multimodal alternatives, including a light rail line from downtown to 10600 South, including the widening of Interstate 15. The funding provided will allow for the purchase of right-of-way.

Jacksonville.—The Jacksonville Transit Authority is proposing a 1.8-mile extension to its Automated Skyway Express starter line across the St. Johns River. In fiscal year 1988, $4,000,000 was provided for this purpose. The Committee is recommending an additional $7,000,000 for this project. The Committee is concerned however, that UMTA and Jacksonville have not successfully negotiated the release of funds provided for the seven-tenths of 1 mile starter system which goes from the convention center to the central business district. The Committee has included a general provision, which directs the Secretary of Transportation to enter into negotiations with the Jacksonville Transportation Authority to revise the existing full funding contract to release the

$1,800,000 provided in fiscal year 1985 for extraordinary costs. In addition, the bill language directs that the revised full funding agreement cover both phase 1 and phase 2 of the 2.5-mile automated skyway express project, including Federal funding provided in fiscal years 1988 and 1989. The House's earmark of $10,000,000 is for the widening of the Acosta Bridge to accommodate the Automated Skyway Express across the river.

Newark.—The Committee has provided $2,000,000 for alternatives analysis and preliminary engineering associated with the Newark Airport rail link. This project would study the feasibility, alignment, and local funding sources required to provide light rail service from the cities of Elizabeth and Newark to the Newark International Airport.

Dallas.—The Committee has provided $5,000,000, the same amount provided by the House for the Dallas Area Rapid Transit Authority to conduct preliminary engineering on the South Oak Cliff corridor. This corridor is a portion of a planned 94-mile rapid transit system. Additional funding for this project will be based on the results of the environmental impact analysis and preliminary engineering work. The Committee notes that DART is committed to provide local financing for 80 percent of the planned system. Given the local funding commitment, the Committee believes that expenditure of local funds to acquire rights-of-way and to study, design, and construct various portions of the 94-mile system should not be viewed as prejudicial to the UMTA policy on major transportation investments or to future Federal funding for the system.

Baltimore.—The Committee has earmarked $10,000,000 for the central corridor light rail transit project, a 27-mile system from Hunt Valley in the north, through the commercial business district, and south to Dorsey in Anne Arundel County. The funding provided is to begin acquisition of vehicles for the project. The Committee encourages UMTA to expedite any alternatives analysis and environmental review process necessary for construction of the project. To facilitate rapid implementation, the Committee encourages UMTA to allow Maryland to be reimbursed at a later date with Federal funding for agreed-to expenses.

Houston.—The Committee has recommended $50,000,000 for preliminary engineering and the other costs associated with the Houston light rail system connector. This is the same amount provided by the House. The Committee agrees with the House in recognizing Houston's system-wide approach in its planning. Final cost estimates on the system, cost-effectiveness calculations, and cost-sharing arrangements are expected upon completion of the preliminary engineering phase.

Portland.—The Committee has provided an earmark of $6,500,000 for a demonstration project in Portland, called Project Break-Even. This effort is intended to establish that private/public coventure strategies can be used by existing rail or planned rail systems to substantially reduce their need for long-term operating assistance. This project would fund the purchase of land adjacent to the existing light rail system, which in

turn will be leased for private development that will be directly integrated with the light rail line. The Committee expects that based on preliminary information, the combination of increased ridership and the return to the light rail system of the lease revenues will enable the system to become operationally self-sufficient.

PLANNING AND TECHNICAL STUDIES

The Committee recommends that $45,000,000 be appropriated for planning and technical studies. The major activities funded under this heading include short range transportation system management and transportation improvement programs, alternatives analysis studies, and energy conservation and contingency planning. The amount provided is the same as that provided by the House and $10,000,000 more than that requested by the administration.

ELDERLY AND HANDICAPPED

The Committee recommends a total of $35,000,000 for the elderly and handicapped program, section 16(b)(2). This is the same level provided by the House and requested by the administration.

UNIVERSITY TRANSPORTATION CENTERS

The Surface Transportation and Uniform Relocation Assistance Act of 1987, Public Law 100–17, established the University Transportation Centers Program funded from the transit trust fund. Under section 314 of the act, the Secretary is to make grants to one or more nonprofit institutions of higher learning to establish and operate one regional transportation center in each of the 10 Federal regions. The Committee has provided $5,000,000 for this program, which is the same amount provided in fiscal year 1988, and the same amount provided by the House.

SECTION 9(B) FORMULA GRANTS

The Committee has included $75,000,000 for the section 9(B) Capital Grants Formula Program. The Committee has provided, through the obligation limitation, a total of $1,150,000,000 for sections 3, 4(i), 8, 16(b), and 9(B) from the "Mass transit" account of the highway trust fund. Of this amount $150,000,000 is for the sections 3 and 9(B) program, of which one-half by authorizing statute is for the 9(B) capital grants program.

INTERSTATE TRANSFERS

The Committee has included bill language which would use $100,000,000 of the amount of funding made available by the limitation on obligations on the contract authority authorized in section 21 (a)(2) and (b) of the UMTA Act, as amended, for the purposes of carrying out the provisions of 23 U.S.C. 103(e)(4) related to transit projects. The funds for these interstate substitution transit projects would be distributed as follows:

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Chicago	$46,546,644
New York	25,262,909
Baltimore	28,190,447

Bill language specifies that these funds shall be available in the manner and to the extent provided in the Committee report.

Mass Transit Capital Fund

(Liquidation of Contract Authorization)

(Highway Trust Fund)

Appropriations, 1988	($1,100,000,000)
Budget estimate, 1989	(400,000,000)
House allowance	(400,000,000)
Committee recommendation	(1,100,000,000)

The bill includes $1,100,000,000 to liquidate obligations incurred under contract authority provided in sections 12(h) and 21 (a)(2) and (b) of the Urban Mass Transportation Act of 1964, as amended by the Surface Transportation Assistance Act of 1982 and the Federal Mass Transportation Act of 1987 (48 U.S.C. 1601 et seq.).

Interstate Transfer Grants—Transit

Appropriations, 1988	$123,500,000
Budget estimate, 1989	([1])
House allowance	180,000,000
Committee recommendation	123,500,000

[1] The administration proposed that this program be funded from the highway trust fund and included under the obligation ceiling for Federal-aid highways.

Grants under this activity are authorized by the Federal-Aid Highway Act of 1973 and amended by subsequent amendments to the Federal-Aid Highway Act and the Surface Transportation Assistance Acts of 1978 and 1982. Under current law, 50 percent of the interstate transfer transit funds are to be distributed on a formula basis. No funds were requested for this program in the 1989 budget. Under the administration's proposal, this program would be funded from the Highway Trust Fund.

The bill includes $123,500,000 for transit projects which have been substituted for interstate highway segments. This is $56,500,000 below the House allowance.

The Committee directs the following discretionary allocations.

Area	Formula	Discretionary	Total
Sacramento, CA	$22,733		$22,733
San Francisco, CA	2,001,756		2,001,756
Killingly, CT	83,560		83,560
Hartford-New Britain, CT	246,379		246,379
Washington, DC	221,803		221,803
Chicago, IL	14,167,738	$33,472,038	47,639,776
Waterloo, IA	126,569		126,569
Baltimore, MD	19,099,627	22,709,926	41,809,553
Boston, MA	1,066,006		1,066,006

Area	Formula	Discretionary	Total
Fall River, MA	$3,686		$3,686
Duluth-Superior, MN	27,649	$344,869	372,518
Trenton, NJ	124,111		124,111
New York, NY	19,827,091	4,910,000	24,737,091
Cleveland, OH	1,736,330		1,736,330
Portland, OR	614	4,417	5,031
Rhode Island	1,489,950		1,489,950
Memphis, TN	1,195,647		1,195,647
Construction management	308,750	308,750	617,500
Total	61,750,000	61,750,000	123,500,000

WASHINGTON METRO

Appropriations, 1988	$180,500,000
Budget estimate, 1989	128,000,000
House allowance	180,500,000
Committee recommendation	150,000,000

Public Law 96–184 (Stark-Harris legislation) enacted January 3, 1980, authorizes a total of $1,700,000,000 for construction on the Washington Metrorail System. Through fiscal year 1988, $1,338,859,000 has been appropriated under the Stark-Harris authorization, leaving an unfunded balance of $361,141,000.

The Committee recommends $150,000,000 be appropriated for the Washington, DC, Metrorail System from this account. This amount is $22,000,000 more than the budget request and $30,500,000 below the amount recommended by the House.

In addition to these construction funds the Washington Metro System receives an additional $51,663,569 for the Federal share of interest payments on outstanding bonds. These funds are contained in a separate appropriation.

ST. LAWRENCE SEAWAY DEVELOPMENT CORPORATION

The St. Lawrence Seaway Development Corporation is a wholly owned Government corporation established by the act of May 13, 1954, responsible for the operation, maintenance, and development of the United States portion of the seaway between Montreal and Lake Erie.

Since April 1, 1987, toll revenues have been deposited in the Harbor Maintenance Trust Fund and operation and maintenance of the portion of the seaway for which the Corporation is responsible have been financed by an appropriation from the fund. On the basis of traffic projections agreed to, by the United States and Canadian seaway agencies, it is estimated that revenues from tolls in fiscal year 1989 will be $10,700,000.

(LIMITATION ON ADMINISTRATIVE EXPENSES)

Limitation, 1988	($2,016,000)
Budget estimate, 1989	.....
House allowance	.....
Committee recommendation	.....

Under existing law, it is estimated that more than 90 percent of the Corporation's anticipated funding is dependent on appropriation action. Administrative expenses of the Corporation are covered under the appropriation's account, "Operations and maintenance." Therefore, a separate administrative limitation is no longer necessary.

OPERATIONS AND MAINTENANCE

(HARBOR MAINTENANCE TRUST FUND)

Appropriations, 1988	$10,806,000
Budget estimate, 1989	11,500,000
House allowance	11,360,000
Committee recommendation	10,806,000

The Corporation's operations program provides for operation of all facilities, for maintenance—including major items which are deferred to the nonnavigation season, for planning and development activities, and for undertaking various capital improvements to upgrade and modernize its facilities.

Prior to 1987 the Corporation's activities were funded by tolls on vessels transiting the seaway locks maintained by the Corporation and its Canadian counterpart. As of April 1, 1987, the Corporation's toll revenues are deposited in the Harbor Maintenance Trust Fund established by Public Law 99–662. In lieu of the toll revenues, appropriations are made from the fund as the primary source of financing for the operations and maintenance activities of the Corporation. In addition, the Congress authorizes the Corporation to make expenditures from available funds and borrowing authority, and to enter into contracts without regard to fiscal year limitations as are necessary to carry out the programs set forth in its budget.

For fiscal year 1989 the Committee recommends an appropriation of $10,806,000. This is $554,000 below the House allowance and $694,000 below that requested by the administration. The reduction in funding is because of expected management efficiencies.

RESEARCH AND SPECIAL PROGRAMS ADMINISTRATION

RESEARCH AND SPECIAL PROGRAMS

Appropriations, 1988	$12,832,000
Budget estimate, 1989	15,559,000
House allowance	14,650,000
Committee recommendation	15,200,000

The Research and Special Programs Administration [RSPA] was established by the Secretary of Transportation's organizational changes

dated July 20, 1977, and serves as a research, analytical, and technical development arm of the Department for multimodal research and development, as well as special programs. Particular emphasis is given to transportation of hazardous cargo by all modes of transportation. Responsibilities of the administration are carried out under the following activities:

Operations.—This activity provides for central supervisory and management functions, including a management information system necessary for overall planning and direction of the administration. This activity also provides for management and execution of transportation programs involving aviation data management, national emergency plans/preparedness, technology and planning assistance, and management of the Transportation Safety Institute and the Transportation Systems Center. It also provides for hazardous materials regulatory and enforcement programs.

Research and development.—This activity provides for research to support hazardous materials regulation and to complement research programs of other operating administrations.

The Committee recommends that $15,200,000 be appropriated for research and special programs. This amount is $359,000 less than the budget request and $550,000 more than the House allowance.

The recommendation compared to the House allowance and budget request is summarized below:

	Budget request	House allowance	Committee recommendations
Operations:			
Adminstrator	$433,000	$300,000	$340,500
(Positions)	(6)	(4)	(4)
Chief Counsel	$500,000	$495,000	$500,000
(Positions)	(9)	(9)	(9)
Program management and administration	$1,129,000	$1,100,000	$1,115,000
(Positions)	(14)	(14)	(14)
Aviation information management	$1,299,000	$1,235,000	$1,265,000
(Positions)	(18)	(18)	(19)
Emergency Transportation	$1,000,000	$890,000	$940,500
(Positions)	(10)	(10)	(10)
Hazardous materials	$8,580,000	$8,385,000	$8,500,000
(Positions)	(91)	(91)	(93)
Research and technology	$635,000	$595,000	$610,000
(Positions)	(7)	(7)	(7)
(Transportation systems center positions)	(520)	(520)	(520)
Research and development:			
Hazardous materials	$1,115,000	$1,130,000	$1,115,000
Emergency transportation	$268,000	$220,000	$240,000
Research and technology	$600,000	$300,000	$575,000
Total	$15,559,000	$14,650,000	$15,200,000
Positions	(675)	(673)	(676)

The Committee recommends shifting the two additional positions requested for the Office of the Administrator to the Enforcement Division of the Office of Hazardous Materials Transportation. This provides a total increase of nine positions for the Hazardous Materials Program.

Testimony indicates that the Enforcement Division is seriously understaffed. The following excerpt is illustrative:

HAZARDOUS MATERIALS INSPECTION

Senator LAUTENBERG. RSPA has sole responsibility for enforcement with respect to intermodal hazardous materials shipments.

Does RSPA know how many intermodal shipments of hazardous materials there are?

ANSWER. The term "intermodal shipments" can be described in two ways. Any domestic company which offers hazardous materials for transportation by more than one mode of transportation is an intermodal shipper offering intermodal shipments. The second description involves shipments that are carried by more than one mode of transportation, often involving loading one type of vehicle or vessel to another type of vehicle or vessel. Containerized shipments are generally considered to be intermodal shipments. Consequently, each of DOT's modal administrations is active in enforcement with respect to intermodal shipments. Because RSPA does not have a modal focus, its jurisdiction may be viewed as overlapping the jurisdictions of its sister agencies.

RSPA estimates that there are 220 million shipments of hazardous materials annually, involving 4 billion tons. The Coast Guard estimated that in 1986 1.3 million freight containers containing 8 million tons of packaged hazardous materials were involved in import/export transportation. Inspections in this area are conducted by both the Coast Guard and RSPA.

Senator LAUTENBERG. What percentage of intermodal shipments and nonbulk imports and exports are being inspected by RSPA?

ANSWER. With respect to shipments within the United States, RSPA conducted 171 inspections in fiscal year 1987 of shippers of both general hazardous materials and radioactive materials. In addition, many more notifications were made to shippers from the 212 shipment observation inspections performed in fiscal year 1987.

With respect to import and export shipments, RSPA is only inspecting a fraction of a percent of these shipments.

Senator LAUTENBERG. What are some of the adverse consequences of a lack of inspection coverage?

ANSWER. The obvious consequence is the potential for unsafe shipments moving in the transportation system. Another consequence is a perception by those placing shipments in commerce that there is little risk in not complying with the regulations. While it would be impossible to inspect a large percentage of these shipments, even with expanded resources,

there needs to be an increase in activity to some level or percentage such that enough enforcement actions, with meaningful penalties, are processed and publicized to provide a deterrent. This is especially pertinent for foreign companies exporting to the United States. RSPA has intiated three civil penalty enforcement actions against foreign exporters. DOT and RSPA have already implemented a number of enforcement actions to increase our activity. These actions include: increased MCSAP activity, COHMED, intermodal cooperation, increased civil penalties, quicker processing of enforcement actions, et cetera. In addition, RSPA is currently evaluating whether we can further increase productivity and efficiency. We will keep the Committee informed.

The Committee concurs with the House in approving an increase of one position in the Office of General Counsel as requested and is recommending eight additional positions, one more than the House and the budget, for the aviation information management program. This restores the position supporting the EAS program which the budget proposed to eliminate.

The balance of the differences in funding with the House is accounted for by the Committee's partial restoration of reductions for administrative costs.

The Committee also concurs with the House in directing RSPA to continue giving priority consideration to the welding research program at the Oregon Graduate Center. From available funds the Committee directs that $200,000 be available for continuation of this research.

Anhydrous ammonia.—The Committee is aware that the Department of Transportation is considering the reclassification of anhydrous ammonia as part of an extensive review under a proposed rulemaking amending the hazardous materials regulations to conform them with United Nations standards.

Anhydrous ammonia is a very important plant nutrient which accounts for over one-half of the U.S. fertilizer supply. It has been used for a very long period of time by farmers and the fertilizer industry safely. The proposed rule could have very serious adverse effects on farmers and many other segments of the agricultural community. If the rule were to be finalized in its proposed form, it could generate higher insurance rates and might cause transportation difficulties because of local restrictions. And anhydrous ammonia may not fall within DOT's own proposed inhalation toxicity criteria for the proposed standard.

The Committee notes the Secretary of Agriculture's concern about the potential negative impact of this proposed rule and urges the Department to retain the present classification of this important commodity. The Committee directs that the Secretary provide the Committee with 30 days' notice prior to finalizing a rule which changes the classification of anhydrous ammonia.

PIPELINE SAFETY

(PIPELINE SAFETY FUND)

Appropriations, 1988	$8,550,000
Budget estimate, 1989	9,723,000
House allowance	9,180,000
Committee recommendation	9,400,000

The Research and Special programs Administration is also responsible for the Department's Pipeline Safety Program. This activity was funded as a separate account for the first time in fiscal year 1988 and is entirely financed by user fees assessed to the pipeline operators.

Included under this account is the operations activity providing for the salaries and expenses and the supervisory and management functions for pipeline safety regulatory and enforcement programs. Also included is research and development to support the Pipeline Safety Program and grants-in-aid to State agencies that conduct a Pipeline Safety Program.

The Committee's recommendation for the Pipeline Safety Program is $9,400,000. This is an increase of $850,000 over the fiscal year 1988 level. It is $323,000 less than the budget request and $220,000 more than the House allowance. The amount recommended is to be allocated as follows:

	Recommendation
Personnel compensation and benefits	$2,230,000
(Positions)	(48)
Administrative costs	$920,000
Program funds	$1,000,000
Research and development	$750,000
State grants	$4,500,000

The Committee allowance accepts administrative savings assumed by the House, while restoring approximately one-half ($225,000) of the requested increase for State grants. The Committee shares the concern expressed in the House report regarding the use of grant funds for the indirect costs of public utility commissions instead of expanding State inspector work forces as intended.

GENERAL PROVISION

Transportation System Center.—The Committee bill contains legislative language, inserted by the House, prohibiting the use of funds for planning or implementing any change in the Federal status of the Transportation Systems Center.

OFFICE OF THE INSPECTOR GENERAL

SALARIES AND EXPENSES

Appropriations, 1988	$27,898,000
Budget estimate, 1989	29,639,000
House allowance	29,000,000
Committee recommendation	29,200,000

The Office of Inspector General [OIG] was created by the Inspector General Act of 1978 (Public Law 95–452). It is intended to be an independent and objective organization with the explicit mission of: (1) Promoting organizational efficiency and effectiveness; (2) preventing and detecting fraud and abuse; and (3) providing a means of keeping the Secretary of Transportation and Congress fully and currently informed of problems and deficiencies in the administration of departmental programs and operations.

The headquarters audit operation is composed of program offices which correspond to the transportation modes and the ADP and Technical Support Office. Field offices are located in Baltimore and 7 of 10 standard Federal regions. There are also five regional investigative offices which are responsible for all investigations within their designated areas. Necessary audits of the Essential Air Service [EAS] Program are also conducted.

The Committee recommends $29,200,000, which is $200,000 more than the House amount and $439,000 less than the budget request.

The recommended level is an increase of $1,302,000 over the enacted amount for the current fiscal year. This will support the 467 positions requested and will accommodate continuation of the Essential Air Service Program. The Committee concurs in the House report language requesting a special review of the EAS program by the inspector general and expects the Department to take immediate precautions against cost claims that lack proper justification. The Commitee will also appreciate a prompt report on the results of this review as soon as it is completed.

The Committee also agrees with the House on the importance of continuing a maximum effort on bid-rigging investigations and procurement reviews. In the latter regard, the findings reported so far with respect to various Coast Guard acquisition, construction, and improvement projects suggest that closer scrutiny is in order. The Committee is especially concerned about reports of continuing availability problems with the Falcon interceptors, the E–2C surveillance aircraft, the Dolphin helicopters, and cost overruns in the fleet rehabilitation and modernization [FRAM] of high endurance cutters.

The Committee is concerned about the possible exposure of the Government to fraudulent claims and other abuses in the Aircraft Purchase Loan Guarantee Program. An audit of the management of the program over the last 3 fiscal years would be helpful. The Committee is particularly interested in: (1) the conditions under which defaults have occurred; (2) whether there have been any allegations of fraud or other abuse in any of these cases; (3) what, if any, actions have been taken

with respect to such allegations; (4) the disposition of assets acquired as a result of defaults; and (5) an accounting of the proceeds accruing from the disposition of such assets.

TITLE II—RELATED AGENCIES

ARCHITECTURAL AND TRANSPORTATION BARRIERS COMPLIANCE BOARD

SALARIES AND EXPENSES

Appropriations, 1988	$1,891,000
Budget estimate, 1989	2,000,000
House allowance	2,000,000
Committee recommendation	1,891,000

The Architectural and Transportation Barriers Compliance Board was established by section 502 of the Rehabilitation Act of 1973 to ensure compliance with the Architectural Barriers Act of 1968. Its primary role is to effectuate a Compliance Program to ensure accessibility and usability of most Federal and federally funded buildings by all persons. The Board's functions include: (1) insure that public conveyances, including rolling stock, are readily accessible to, and usable by, physically handicapped persons; (2) investigate and examine alternative approaches to eliminate architectural, transportation, communication, and attitudinal barriers; (3) make recommendations and prepare policy reports to the President and Congress on measures to eliminate such barriers; (4) provide technical assistance to all programs affected by title V of the Rehabilitation Act with respect to overcoming architectural, transportation, and communication barriers; (5) establish minimum guidelines and requirements for the standards issued under the Architectural Barriers Act, as amended. The 22-member Board is composed of 11 public members appointed by the President and 11 Federal agency heads.

The bill includes $1,891,000 for the Board, which is $109,000 below the budget request and is $109,000 less than the House allowance. The Committee expects that under the funding level provided the principal emphasis of the Board's research effort will be to complete the minimum guidelines and requirements for accessible design.

NATIONAL TRANSPORTATION SAFETY BOARD

SALARIES AND EXPENSES

Appropriations, 1988	$24,000,000
Budget estimate, 1989	24,617,000
House allowance	25,360,000
Committee recommendation	25,360,000

The Independent Safety Board Act of 1974 established the National Transportation Safety Board as an independent Federal agency to promote transportation safety by conducting independent accident investigations. In addition, the Act authorizes the Board to make safety recommendations, conduct safety studies, and oversee safety activities of other Government agencies involved in transportation. The Board also reviews appeals of adverse actions by the Department of Transportation with respect to airmen and seamen certificates and licenses.

The Board has no regulatory authority over the transportation industry. Thus, its effectiveness depends on its reputation for impartial and accurate accident reports, realistic and feasible safety recommendations, and on public confidence in its commitment to improving transportation safety.

The Committee recommends $25,360,000 for the National Transportation Safety Board, which is $743,000 more than the budget request and the same as the House allowance. The increase over the budget rejects the administration proposal to reduce staffing by 11 work-years from current levels.

The Safety Board has undertaken another special investigation of conditions at the O'Hare International Airport Air Traffic Control Facility. The Committee expects to be kept apprised of the progress of this investigation with particular reference to any findings with system-wide implications.

INTERSTATE COMMERCE COMMISSION

Salaries and Expenses

Appropriations, 1988	$44,294,000
Budget estimate, 1989	44,216,000
House allowance	43,115,000
Committee recommendation	43,115,000

The Interstate Commerce Commission [ICC] is an independent agency created by Congress to regulate interstate transportation in order to ensure that the public has an adequate, efficient transportation system. In the motor carrier area, the ICC regulates rates, grants operating authority, regulates mergers and acquisitions, and develops policy associated with the Interstate Commerce Act, as amended by the Motor Carrier Act of 1980, the Household Goods Transportation Act of 1980, the Bus Regulatory Reform Act of 1982, and the Surface Freight Forwarder Deregulation Act of 1986. In the rail area, the ICC's authority encompasses the regulation of rates, mergers, acquisitions, construction, and abandonment of railway lines, and policy development associated with the Interstate Commerce Act, as amended by the Staggers Rail Act of 1980.

The bill includes an appropriation of $43,115,000 for the salaries and expenses of the Interstate Commerce Commission, which is the same as the House allowance and $1,101,000 less than the budget request.

Office	Fiscal year 1989 budget request	House allowance	Committee recommendations
Chairman	$536,000	$515,000	$515,000
Staff-years	7	7	7
Commissioners	$1,831,000	$1,760,000	$1,760,000
Staff-years	24	24	24
Satellite offices	$1,059,000	$1,025,000	$1,025,000
Staff-years	15	15	15
Secretary	$3,321,000	$3,200,000	$3,200,000
Staff-years	83	83	83
General Counsel	$2,008,000	$1,965,000	$1,965,000
Staff-years	27	27	27
Proceedings	$7,856,000	$7,600,000	$7,600,000
Staff-years	120	120	120
Hearings	$399,000	$390,000	$390,000
Staff-years	5	5	5
Public assistance	$1,125,000	$1,100,000	$1,100,000
Staff-years	15	15	15
Transportation Analysis	$2,312,000	$2,255,000	$2,255,000
Staff-years	28	28	28
Accounts	$4,437,000	$4,340,000	$4,340,000
Staff-years	64	64	64
Traffic	$2,952,000	$2,890,000	$2,890,000
Staff-years	60	60	60
Compliance and Consumer Assistance	$11,799,000	$11,660,000	$11,660,000
Staff-years	200	200	200
Managing Director	$4,581,000	$4,415,000	$4,415,000
Staff-years	76	76	76
Total	$44,216,000	$43,115,000	$43,115,000
Staff-years	724	724	724

The Committee directs, as it has in previous reports, that the Commission use normal reprogramming procedures should it propose to deviate in any way from the staff-year allocations or by more than 5 percent from the funding allocations listed above.

Payments for Directed Rail Service

(LIMITATION ON OBLIGATIONS)

Limitations, 1988	($475,000)
Budget estimate, 1989	(475,000)
House allowance	(475,000)
Committee recommendation	(475,000)

Under the provisions of 49 U.S.C. 11125, when a rail carrier is in such financial trouble that it becomes impossible to continue its operations, the Commission is empowered to direct and pay another carrier to move that carrier's traffic for a period of up to 60 days, which can be extended for an additional 180 days if cause exists. In certain cases, the Commission's use of this authority has not resulted in any cost to the Federal Government. However, there have been several instances where the use of this authority has resulted in a liability for payment to an operating carrier by the Federal Government.

The Committee provides an obligation limitation of $475,000 for fiscal year 1989, even though no additional directed rail service is antici-

pated. In the event that such authority needs to be exercised by the Commission, proper and timely notification to Congress is required. The limitation is the same as the House allowance.

PANAMA CANAL COMMISSION

OPERATING EXPENSES

Appropriations, 1988	$407,088,000
Budget estimate, 1989	
House allowance	
Committee recommendation	

The Panama Canal Commission is an agency of the executive branch of the U.S. Government established by the Panama Canal Act of 1979 (93 Stat. 452; 22 U.S.C. 3601 et seq.), to carry out the responsibilities of the United States under the Panama Canal Treaty of 1977. The authority of the President of the United States with respect to the Commission is exercised through the Secretary of Defense and the Secretary of the Army. The Commission is supervised by a nine-member Board; five members are nationals of the United States and four are Panamanians. Board members who are U.S. nationals are appointed with the advice and consent of the Senate.

Under the terms of the treaty, the Commission manages, operates, and maintains the Canal, its complementary works, installations, and equipment, and provides for the orderly transit of vessels through the Canal. The Commission will perform these functions until the treaty terminates on December 31, 1999, when the Republic of Panama will assume full responsibility for the Canal.

CHANGE IN FINANCIAL STRUCTURE

The Omnibus Reconciliation Act of 1987 (Public Law 100–203) replaced the special fund from which annual appropriations were made available for the Panama Canal Commission with a revolving fund, effective January 1, 1988. The effect of this change is to make the Commission's receipts directly available for authorized operating and capital expenditures without annual appropriations.

On the effective date of the Panama Canal Revolving Fund Act, both the unappropriated balance of the Panama Canal Commission fund—including undeposited receipts as of the close of business on the day before—and the unexpended balance of appropriation—including the $10,000,000 unobligated emergency fund appropriation—were transferred to the new revolving fund. In addition, section 5424 of the Act provides authority to borrow from the Treasury subject to a limit of $100,000,000 on outstanding obligations.

With the establishment of the revolving fund, the following amounts were also transferred to the Treasury: (1) $85,600,000 which represented the balance of the fiscal 1980 general fund appropriation for which the Commission had not yet reimbursed the Treasury; and (2) $61,700,000 which represented interest receipts on the net investment of the United

States in the Panama Canal over the period October 1, 1979 to December 31, 1985.

As a result of this change in financial structure, no appropriation for this account is requested and none is recommended.

Capital Outlay

Appropriations, 1988	$33,715,000
Budget estimate, 1989	
House allowance	
Committee recommendation	

No funds are requested or recommended under this account due the conversion of the Panama Canal Commission to a revolving fund agency.

Panama Canal Revolving Fund

(Administrative Expenses)

Appropriation, 1988	
Budget estimate, 1989	($50,287,000)
House allowance	(50,287,000)
Committee recommendation	(50,287,000)

The Committee concurs with the House in approving the full amount requested for administrative expenses. This new account encompasses the following activities: executive direction, operations, financial management, personnel administration, and employment costs of a general nature which are not identifiable with other specific activities. Included in the latter activity are such items as reimbursement to the Department of Defense for education and hospital services, the Commission's share of employee health insurance premiums, et cetera.

LIMITATION ON OBLIGATIONS

The Committee has deleted House bill language limiting obligations for nonadministrative and capital projects to $436,548,000. The budget projects a total of $39,500,000 for capital projects and acquisitions

Under the Panama Canal Act of 1979 (Public Law 96–70), the Commission is expected to be financially self-sufficient and to make certain payments to the Republic of Panama as specified in the Panama Canal Treaty of 1977. The amount recommended includes $81,500,000 for payments to Panama consisting of a net tonnage payment of $61,500,000, a fixed annuity of $10,000,000, and a payment for public services of $10,000,000. No funds are included for a contingent profit payment to Panama under article XIII 4(c) of the treaty. These payments are required only to the extent operating revenues exceed expenditures by the Commission. Section 1602 (b) of Public Law 96–70 prohibits toll rates calculated to cover such payments, that is, to generate an operating surplus. Accordingly, no operating surplus is projected and no funds for a profit payment are included in either the budget or the recommendation of the House and the Committee.

DEPARTMENT OF THE TREASURY

Rebate of St. Lawrence Seaway Tolls

(HARBOR MAINTENANCE TRUST FUND)

Appropriations, 1988	$9,880,000
Budget estimate, 1989	10,800,000
House allowance	10,700,000
Committee recommendation	10,700,000

The Committee recommends $10,700,000 for the rebate of tolls paid by those commercial vessels using the St. Lawrence Seaway. This payment is required under the Water Resources Development Act of 1986, Public Law 99–662. The amount recommended includes $300,000 for the administrative expenses of the program. This is the same amount allowed under the House funding level.

Appropriations action is required for rebates to be made.

WASHINGTON METROPOLITAN AREA TRANSIT AUTHORITY

Interest Payments

Appropriations, 1988	$49,080,000
Budget estimate, 1989	51,663,569
House allowance	51,663,569
Committee recommendation	51,663,569

The full budget request of $51,663,569 for the Federal share of the interest payments on the bonded indebtedness of the Washington Metropolitan Area Transit Authority is recommended. This is the same as the House allowance and the budget request.

The bond repayment agreement between the Department of Transportation and the Authority establishes an overall two-thirds Federal and one-third local cost sharing arrangement. However, for the interest payments due on July 1, 1979 through July 1, 1982 the Federal Government was authorized to fund up to 85 percent of the cost. To the extent the Authority has utilized these additional Federal funds (up to 85 percent), repayment will be required no later than January 1993. Funding for the construction of the rail system is mentioned earlier in this report under the appropriation for the Urban Mass Transportation Administration.

TITLE III—GENERAL PROVISIONS

The Committee concurs with the general provisions that apply to the Department and agencies funded through this legislation in fiscal year 1989 as approved by the House in H.R. 4794, with the following deletions or changes. Other changes are explained under the account or agency affected by the general provision.

CHANGES TO SELECTED HOUSE GENERAL PROVISIONS

Section 311. Increases House cap on political appointees from 120 to 126 to reflect restoration of regional representatives.

Section 322. Strikes House provision which imposes a limitation on the amount of funds for GSA rent.

Section 331. Strikes language which transfers funds from the Urban Mass Transportation Administration to the Federal Highway Administration to cover the costs of a transit element on the Acosta Bridge.

Section 332. Strikes language requiring the Secretary of Transportation to impose labor protective provisions in airline merger cases.

Section 333. Strikes language prohibiting expenditure of funds contained in this act "in any workplace that is not free of illegal use or possession of controlled substances * * *."

COMPLIANCE WITH PARAGRAPH 7, RULE XVI, OF THE STANDING RULES OF THE SENATE

Paragraph 7 of rule XVI requires that Committee reports on general appropriations bills identify each Committee amendment to the House bill "which proposes an item of appropriation which is not made to carry out the provisions of an existing law, a treaty stipulation, or an act or resolution previously passed by the Senate during that session."

The Committee recommends, in its amendments to H.R. 4794, appropriations for certain highway projects in the Federal Highway Administration, certain rail rehabilitation projects under the Federal Railroad Administration, certain operations of the National Highway Traffic Safety Administration, the U.S. Coast Guard, certain programs in the Research and Special Programs Administration, and the Panama Canal Commission, for which authorizations for fiscal 1989 have not passed the Senate this session, or which lack enacted authorization.

COMPLIANCE WITH PARAGRAPH 12, RULE XXVI OF THE STANDING RULES OF THE SENATE

Paragraph 12 of rule XXVI requires that Committee reports on a bill or joint resolution repealing or amending any statute or part of any statute include "(a) the text of the statute or part thereof which is proposed to be repealed; and (b) a comparative print of that part of the bill or joint resolution making the amendment and of the statute or part thereof proposed to be amended, showing by stricken-through type and italics, parallel columns, or other appropriate typographical devices the omissions and insertions which would be made by the bill or joint resolution if enacted in the form recommended by the committee."

In compliance with this rule, the following changes in existing law proposed to be made by the bill are shown as follows: existing law to be omitted is enclosed in black brackets; new matter is printed in italic; and existing law in which no change is proposed is shown in roman.

The Rail Passenger Services Act (45 U.S.C. 501 et seq.) is amended by inserting immediately after section 581(c)(3) the following new subsection:

> *(c)(4) Commuter authorities shall be exempt from the payment of any taxes or other fees to the same extent as the corporation is exempt: Provided, That the commuter authority could have contracted with Amtrak commuter, is a direct operator of commuter service, and that the direct operation of such service was initiated on January 1, 1983. Such exemption shall be effective as of January 1, 1983.*

Section 347(d) of Public Law 100–202, making further continuing appropriations for fiscal year 1988, and for other purposes, is amended by:

Section 129.—(1) Section 129(j)(1) of such title is amended by striking out "(7)" and inserting in lieu thereof **["(8)"]** *"(9)"*.

(2) Section 129(j)(3) of such title is amended—

> (A) by striking out "(7)" and inserting in lieu thereof **["(8)"]** *"(9)"*.
>
> (C) by inserting **["State of Georgia"]** *"States of Georgia and West Virginia"*.

Section 149(a)(105) of Public Law 100–17 is amended to read:

> *The Secretary of Transportation shall grant a request by respective local officials to redesignate funds authorized by section 149(a)(105) of Public Law 100–17 to carry out a project in the City of Las Vegas to construct interchanges at Craig Road and U.S. 95 and, Lake Mead Boulevard and U.S. 95, the Oran Gragson Expressway, and Cheyenne Avenue and U.S. 95; as well as grade separations at Vegas Drive and U.S. 95 and Smoke Ranch Road and U.S. 95.*

Section 5532(f)(2) of title V, United States Code, is amended as follows:

(2) The provisions of paragraph (1) of this subsection shall be in effect for any period ending not later than [December 31, 1988] *December 31, 1989,* during which the Administrator, Federal Aviation Administration, or the Secretary of Defense determines that there is an unusual shortage of air traffic controllers performing duties under the administrative authority of such Administrator or such Secretary, respectively.

Section 8344(h) of title V, United States Code, is amended as follows:

(2) Paragraph (1) of this subsection shall apply only in the case of any annuitant receiving an annuity from the Fund who, before [April 1, 1987] *April 1, 1988,* applied for retirement or separated from the service while being entitled to an annuity under this chapter.

Section 1601(a)(8) of Public Law 85–726 (49 App. U.S.C. 1551) is amended as follows:

(8) Sections 401(l) and (m) and 405(b), (c), and (d) of the Act (to the extent such sections apply to the transportation of mail between two points both of which are within the State of Alaska) shall cease to be in effect on [January 1, 1989] *January 1, 1999.*

Section 1601(b)(3) of such title is amended as follows:

(3) The authority of the Secretary of Transportation under this Act with respect to the determination of the rates for the carriage of mails between any two points both of which are within the State of Alaska is transferred to the Postal Service and such authority shall be exercised through negotiations or competitive bidding. The transfer of authority under this paragraph shall take effect on [January 1, 1989] *January 1, 1999.*

Section 4(c) of Public Law 98–443 (49 App. U.S.C. 1553(c)) is amended as follows:

(c) The authority of the Secretary of Transportation under section 5402 of title 39, United States Code, with respect to air transportation between any two points both of which are within the State of Alaska shall cease to be in effect on [January 1, 1989] *January 1, 1999.*

BUDGETARY IMPACT OF BILL

PREPARED BY THE CONGRESSIONAL BUDGET OFFICE PURSUANT TO SEC. 308(a), PUBLIC LAW 93-344, AS AMENDED

[In millions of dollars]

	Budget authority		Outlays	
	Committee allocation	Amount in bill	Committee allocation	Amount in bill
Comparison of amounts in the bill with the Committee allocation to its subcommittees of amounts in the First Concurrent Resolution for 1989: Subcommittee on Transportation and Related Agencies	10.79	10.562	26.74	[1] 26,744
Projections of outlays associated with budget authority recommended in the bill:				
1989				[2] 9,513
1990				8,962
1991				3,495
1992				1,592
1993 and future year				1,271
Financial assistance to State and local governments for 1989 in the bill		1,958		3,150
	Direct loans		Loan guarantees	
Credit authority estimates, fiscal year 1989	46	48		

[1] Includes outlays from prior-year budget authority.
[2] Excludes outlays from prior-year budget authority.

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1988 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1989

[Amounts in dollars]

Item	1988 appropriation	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or -)		
					1988 appropriation	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
TITLE I - DEPARTMENT OF TRANSPORTATION							
Office of the Secretary							
Immediate Office of the Secretary	1,050,000	---	1,071,000	1,072,000	+22,000	+1,072,000	+1,000
Immediate Office of the Deputy Secretary	451,000	---	460,000	464,000	+13,000	+464,000	+4,000
Office of the General Counsel	5,785,000	---	5,925,000	6,000,000	+215,000	+6,000,000	+75,000
Office of the Assistant Secretary for Policy and International Affairs	7,796,000	---	7,950,000	7,950,000	+154,000	+7,950,000	---
Office of the Assistant Secretary for Budget and Programs	2,105,000	---	2,147,000	2,241,000	+136,000	+2,241,000	+94,000
Office of the Assistant Secretary for Governmental Affairs	2,367,000	---	2,345,000	2,265,000	-102,000	+2,265,000	-80,000
Office of the Assistant Secretary for Administration	6,739,000	---	23,375,000	24,300,000	+17,561,000	+24,300,000	+925,000
(By transfer)	(15,360,000)	---	---	---	(-15,360,000)	---	---
Office of the Assistant Secretary for Public Affairs	1,459,000	---	1,462,000	1,455,000	-4,000	+1,455,000	-7,000
Executive Secretariat	798,000	---	815,000	824,000	+26,000	+824,000	+9,000
Contract Appeals Board	430,000	---	440,000	440,000	+10,000	+440,000	---
Office of Civil Rights	1,244,000	---	1,270,000	1,305,000	+61,000	+1,305,000	+35,000
Office of Commercial Space Transportation	384,000	---	550,000	585,000	+201,000	+585,000	+35,000
Office of Essential Air Service	1,700,000	---	1,734,000	1,727,000	+27,000	+1,727,000	-7,000
Regional Representatives	642,000	---	---	630,000	-12,000	+630,000	+630,000

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1988 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1989—Continued

[Amounts in dollars]

Item	1988 appropriation	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or -)		
					1988 appropriation	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Office of Small and Disadvantaged Business Utilization	3,042,000	---	3,105,000	3,915,000	+873,000	+3,915,000	+810,000
Salaries and expenses	---	58,205,000	---	---	---	-58,205,000	---
Subtotal, Salaries and expenses	35,992,000	58,205,000	52,649,000	55,173,000	+19,181,000	-3,032,000	+2,524,000
(By transfer)	(15,360,000)	---	---	---	(-15,360,000)	---	---
Transportation planning, research, and development	---	6,700,000	4,925,000	6,517,000	+6,517,000	-183,000	+1,592,000
(By transfer)	(4,987,000)	---	---	---	(-4,987,000)	---	---
Working capital fund	1,805,000	3,705,000	3,800,000	3,200,000	+1,395,000	-505,000	-600,000
(Limitation on working capital fund)	(127,801,000)	(135,000,000)	(130,350,000)	(132,500,000)	(+4,699,000)	(-2,500,000)	(+2,150,000)
Payments to air carriers	28,500,000	---	29,070,000	25,000,000	-3,500,000	+25,000,000	-4,070,000
Total, Office of the Secretary	66,297,000	68,610,000	90,444,000	89,890,000	+23,593,000	+21,280,000	-554,000
Coast Guard							
Operating expenses	1,789,106,000	2,100,506,000	2,026,000,000	1,896,116,000	+107,010,000	-204,390,000	-129,884,000
(By transfer)	---	---	(4,800,000)	---	---	---	(-4,800,000)
Acquisition, construction, and improvements	247,000,000	348,000,000	102,000,000	297,700,000	+50,700,000	-50,300,000	+195,700,000
Alteration of bridges	940,000	8,500,000	8,500,000	8,500,000	+7,560,000	---	---
(By transfer)	---	---	(6,000,000)	(3,000,000)	(+3,000,000)	(+3,000,000)	(-3,000,000)
Retired pay	386,700,000	410,800,000	410,800,000	410,800,000	+24,100,000	---	---
Reserve training	62,880,000	68,500,000	66,650,000	67,500,000	+4,620,000	-1,000,000	+850,000
Research, development, test, and evaluation	19,000,000	19,000,000	18,800,000	19,000,000	---	---	+200,000

Offshore oil pollution compensation fund:							
(Limitation on obligations)	(57,000,000)	(60,000,000)	(57,000,000)	(60,000,000)	(+3,000,000)	---	(+3,000,000)
Deepwater port liability fund:							
(Limitation on obligations)	(47,500,000)	(50,000,000)	(47,500,000)	(50,000,000)	(+2,500,000)	---	(+2,500,000)
Boat safety (Aquatic Resources Trust Fund)	---	15,000,000	---	---	---	-15,000,000	---
(Limitation on obligations)	(21,375,000)	---	(30,000,000)	(30,000,000)	(+8,625,000)	(+30,000,000)	---
(Liquidation of contract authorization)	(22,500,000)	---	(30,000,000)	(30,000,000)	(+7,500,000)	(+30,000,000)	---
Subtotal, New budget (obligational) authority	2,505,626,000	2,970,306,000	2,632,750,000	2,699,616,000	+193,990,000	-270,690,000	+66,866,000
Subtotal, (Limitations on obligations)	(125,875,000)	(110,000,000)	(134,500,000)	(140,000,000)	(+14,125,000)	(+30,000,000)	(+5,500,000)
Total, Coast Guard	(2,631,501,000)	(3,080,306,000)	(2,767,250,000)	(2,839,616,000)	(+208,115,000)	(-240,690,000)	(+72,366,000)
Federal Aviation Administration							
Headquarters administration	35,520,000	37,057,000	36,460,000	37,000,000	+1,480,000	-57,000	+540,000
Operations	3,148,520,000	3,444,000,000	3,400,000,000	3,425,330,000	+276,810,000	-18,670,000	+25,330,000
(By transfer)	(9,700,000)	(10,000,000)	(10,000,000)	(10,000,000)	(+300,000)	---	---
Subtotal, Operations and headquarters administration	3,184,040,000	3,481,057,000	3,436,460,000	3,462,330,000	+278,290,000	-18,727,000	+25,870,000
Facilities and equipment (Airport and Airway Trust Fund)	1,108,056,000	1,600,000,000	1,486,000,000	1,293,060,000	+185,004,000	-306,940,000	-192,940,000
Research, engineering, and development (Airport and Airway Trust Fund)	153,425,000	155,000,000	160,000,000	160,000,000	+6,575,000	+5,000,000	---
Grants-in-aid for airports (Airport and Airway Trust Fund) (Liquidation of contract authority)	(1,063,000,000)	(1,110,000,000)	(1,160,000,000)	(1,129,000,000)	(+66,000,000)	(+19,000,000)	(-31,000,000)
(Limitation on obligations)	(1,268,725,000)	(1,200,000,000)	(1,530,000,000)	(1,325,000,000)	(+56,275,000)	(+125,000,000)	(-205,000,000)
Rescission of contract authority	---	---	-220,000,000	-100,000,000	-100,000,000	-100,000,000	+120,000,000
Aircraft purchase loan guarantee program: (limitation on borrowing authority)	(57,000,000)	(57,000,000)	(50,000,000)	(57,000,000)	---	---	(+7,000,000)
Subtotal, New budget (obligational) authority	4,445,521,000	5,236,057,000	4,862,460,000	4,815,390,000	+369,869,000	-420,667,000	-47,070,000
Subtotal, (Limitations on obligations)	(1,268,725,000)	(1,200,000,000)	(1,530,000,000)	(1,325,000,000)	(+56,275,000)	(+125,000,000)	(-205,000,000)
Total, Federal Aviation Administration	(5,714,246,000)	(6,436,057,000)	(6,392,460,000)	(6,140,390,000)	(+426,144,000)	(-295,667,000)	(-252,070,000)

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1988 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1989—Continued

[Amounts in dollars]

Item	1988 appropriation	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or -)		
					1988 appropriation	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Federal Highway Administration							
(Limitation on general operating expenses)	(206,736,000)	(223,901,000)	(216,000,000)	(217,620,000)	(+10,884,000)	(-6,281,000)	(+1,620,000)
Highway safety research and development (Highway Trust Fund)	6,650,000	---	6,080,000	---	-6,650,000	---	-6,080,000
Highway-related safety grants:							
(Limitation on obligations)	(9,405,000)	(10,000,000)	(10,000,000)	(9,405,000)	---	(-595,000)	(-595,000)
(Liquidation of contract authorization) (Highway Trust Fund)	(9,900,000)	(10,000,000)	(10,000,000)	(10,000,000)	(+100,000)	---	---
Railroad-highway crossings demonstration projects	7,790,000	---	7,560,000	1,000,000	-6,790,000	+1,000,000	-6,560,000
Federal-aid highways (Highway Trust Fund):							
(Limitation on obligations)	(11,780,000,000)	(11,398,000,000)	(12,380,000,000)	(11,398,000,000)	(-382,000,000)	---	(-982,000,000)
(Liquidation of contract authorization)	(13,400,000,000)	(12,700,000,000)	(12,700,000,000)	(12,700,000,000)	(-700,000,000)	- -	---
Right-of-way Revolving Fund (limitation on direct loans) (Highway Trust Fund)	(45,457,000)	(47,850,000)	(46,000,000)	(47,850,000)	(+2,393,000)	---	(+1,850,000)
Motor carrier safety	22,790,000	24,577,000	25,000,000	24,500,000	+1,710,000	-77,000	-500,000
Motor carrier safety grants (Highway Trust Fund):							
(Liquidation of contract authorization)	(50,000,000)	(50,000,000)	(50,000,000)	(50,000,000)	---	---	---
(Limitation on obligations)	(46,992,000)	(60,000,000)	(60,000,000)	(60,000,000)	(+13,008,000)	---	---
Access highways to public recreation areas on certain lakes	1,786,000	---	450,000	841,000	-945,000	+841,000	+391,000
Baltimore-Washington Parkway (Highway Trust Fund)	14,250,000	---	12,825,000	2,000,000	-12,250,000	+2,000,000	-10,825,000
Waste isolation pilot project roads	15,504,000	---	---	---	-15,504,000	---	---
Expressway gap closing demonstration project	7,885,000	---	---	---	-7,885,000	---	---
Intermodal urban demonstration project (Highway Trust Fund)	9,500,000	---	8,550,000	---	-9,500,000	---	-8,550,000

Highway safety and economic development demonstration projects (Highway Trust Fund)	9,500,000	---	8,550,000	---	-9,500,000	---	-8,550,000
Airport access demonstration project (Highway Trust Fund)	---	---	2,565,000	---	---	---	-2,565,000
Highway safety improvement demonstration project (Highway Trust Fund)	1,900,000	---	1,260,000	---	-1,900,000	---	-1,260,000
Highway-railroad grade crossing safety demonstration project (Highway Trust Fund)	9,500,000	---	8,100,000	---	-9,500,000	---	-8,100,000
Nuclear waste transportation safety demonstration project (Highway Trust Fund)	---	---	7,200,000	---	---	---	-7,200,000
Highway widening demonstration project	---	---	1,800,000	---	---	---	-1,800,000
Bridge improvement demonstration project	4,750,000	---	8,550,000	---	-4,750,000	---	-8,550,000
Highway widening and improvement demonstration project	2,375,000	---	8,100,000	---	-2,375,000	---	-8,100,000
Intersection safety demonstration project	---	---	900,000	---	---	---	-900,000
Highway capacity improvement demonstration project	---	---	900,000	---	---	---	-900,000
Climbing lane safety demonstration project	---	---	450,000	---	---	---	-450,000
Indiana industrial corridor safety demonstration project	---	---	1,125,000	---	---	---	-1,125,000
Oklahoma highway widening demonstration project	---	---	450,000	---	---	---	-450,000
Alabama highway bypass demonstration project	---	---	3,600,000	---	---	---	-3,600,000
Kentucky bridge demonstration project	---	---	3,600,000	---	---	---	-3,600,000
Virginia HOV safety demonstration project	---	---	540,000	---	---	---	-540,000
Urban highway corridor demonstration project	---	---	225,000	---	---	---	-225,000
Urban airport access safety demonstration project	---	---	225,000	---	---	---	-225,000
Corridor Safety Improvement Project (Highway Trust Fund)	4,702,000	---	---	35,000,000	+30,298,000	+35,000,000	+35,000,000
Bridge capacity improvements (Highway Trust Fund)	237,000	---	---	3,763,000	+3,526,000	+3,763,000	+3,763,000
Corridor H Improvement Project	---	---	---	16,000,000	+16,000,000	+16,000,000	+16,000,000
Road Extension Demonstration	---	---	---	600,000	+600,000	+600,000	+600,000
Bridge Restoration	---	---	---	2,500,000	+2,500,000	+2,500,000	+2,500,000
Reservation Road	---	---	---	5,000,000	+5,000,000	+5,000,000	+5,000,000
Vehicular and pedestrian safety demonstration project	6,650,000	---	---	---	-6,650,000	---	---
Highway bridge relocation demonstration project	2,470,000	---	---	---	-2,470,000	---	---
Highway bypass demonstration project	1,900,000	---	---	---	-1,900,000	---	---

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1988 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1989—Continued

[Amounts in dollars]

Item	1988 appropriation	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or -)		
					1988 appropriation	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Traffic Improvement Demonstration Project.....	475,000	---	---	---	-475,000	---	---
Subtotal, New budget (obligational) authority...	130,614,000	24,577,000	118,605,000	91,204,000	-39,410,000	+66,627,000	-27,401,000
Subtotal, (Limitations on obligations).....	(11,836,397,000)	(11,468,000,000)	(12,450,000,000)	(11,467,405,000)	(-368,992,000)	(-595,000)	(-982,595,000)
Total, Federal Highway Administration.....	(11,967,011,000)	(11,492,577,000)	(12,568,605,000)	(11,558,609,000)	(-408,402,000)	(+66,032,000)	(-1,009,996,000)
National Highway Traffic Safety Administration							
Operations and research.....	62,534,000	63,124,000	69,049,000	63,180,000	+646,000	+56,000	-5,869,000
Operations and research (Highway Trust Fund).....	30,346,000	31,414,000	30,751,000	33,000,000	+2,654,000	+1,586,000	+2,249,000
Subtotal, Operations and research.....	92,880,000	94,538,000	99,800,000	96,180,000	+3,300,000	+1,642,000	-3,620,000
Highway traffic safety grants (Highway Trust Fund)							
(Liquidation of contract authority).....	(135,000,000)	(130,500,000)	(130,500,000)	(130,500,000)	(-4,500,000)	---	---
State and community highway safety (limitation on obligations).....	(114,950,000)	(115,000,000)	(115,000,000)	(115,000,000)	(+50,000)	---	---
Alcohol safety incentive grants:							
(Limitation on obligations).....	(13,533,000)	(13,500,000)	(10,000,000)	(13,500,000)	(-33,000)	---	(+3,500,000)
Subtotal, New budget (obligational) authority...	92,880,000	94,538,000	99,800,000	96,180,000	+3,300,000	+1,642,000	-3,620,000
Subtotal, (Limitations on obligations).....	(128,483,000)	(128,500,000)	(125,000,000)	(128,500,000)	(+17,000)	---	(+3,500,000)

Total, National Highway Traffic Safety Administration	(221,363,000)	(223,038,000)	(224,800,000)	(224,680,000)	(+3,317,000)	(+1,642,000)	(-120,000)
Federal Railroad Administration							
Office of the Administrator	22,877,000	18,292,000	14,975,000	15,695,000	-7,182,000	-2,597,000	+720,000
(By transfer)	(1,900,000)	---	---	---	(-1,900,000)	---	---
Railroad safety	27,968,000	28,518,000	27,825,000	27,968,000	---	-550,000	+143,000
Railroad research and development	9,286,000	9,297,000	9,750,000	9,286,000	---	-11,000	-464,000
Northeast corridor improvement program	26,600,000	---	15,000,000	25,000,000	-1,600,000	+25,000,000	+10,000,000
(By transfer)	(950,000)	---	---	---	(-950,000)	---	---
Grants to the National Railroad Passenger Corporation	580,800,000	---	590,000,000	580,800,000	---	+580,800,000	-9,200,000
Railroad Rehabilitation and Improvement Financing Funds: (Railroad credit enhancement)	(240,000,000)	(120,000,000)	(99,000,000)	(120,000,000)	(-120,000,000)	---	(+21,000,000)
Settlements of railroad litigation: (Appropriation for debt reduction)	(38,950,246)	---	---	---	(-38,950,246)	---	---
Conrail Commuter Transition Assistance	---	---	4,500,000	---	---	---	-4,500,000
Total, Federal Railroad Administration	667,531,000	56,107,000	662,050,000	658,749,000	-8,782,000	+602,642,000	-3,301,000
Urban Mass Transportation Administration							
Administrative expenses	31,882,000	---	32,100,000	31,882,000	---	+31,882,000	-218,000
Research, training, and human resources	12,217,000	---	10,000,000	10,000,000	-2,217,000	+10,000,000	---
Formula grants	1,736,453,000	---	1,736,453,000	1,590,000,000	-146,453,000	+1,590,000,000	-146,453,000
Formula transit grants:							
(Limitation of obligations)	---	(1,394,000,000)	---	---	---	(-1,394,000,000)	---
(Liquidation of contract authorization)	---	(500,000,000)	---	---	---	(-500,000,000)	---
Discretionary grants (Highway Trust Fund):							
(Limitation on obligations)	(1,130,500,000)	---	(1,140,000,000)	(1,250,000,000)	(+119,500,000)	(+1,250,000,000)	(+110,000,000)
Mass transit capital fund (Highway Trust Fund):							
(Liquidation of contract authorization)	(1,100,000,000)	(400,000,000)	(400,000,000)	(1,100,000,000)	---	(+700,000,000)	(+700,000,000)
Interstate transfer grants - transit	123,500,000	---	180,000,000	123,500,000	---	+123,500,000	-56,500,000

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1988 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1989—Continued

[Amounts in dollars]

Item	1988 appropriation	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or -)		
					1988 appropriation	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Washington Metro	180,500,000	128,000,000	180,500,000	150,000,000	-30,500,000	+22,000,000	-30,500,000
Subtotal, New budget (obligational) authority	2,084,552,000	128,000,000	2,139,053,000	1,905,382,000	-179,170,000	+1,777,382,000	-233,671,000
Subtotal, (Limitations on obligations)	(1,130,500,000)	(1,394,000,000)	(1,140,000,000)	(1,250,000,000)	(+119,500,000)	(-144,000,000)	(+110,000,000)
Total, Urban Mass Transportation Administration	(3,215,052,000)	(1,522,000,000)	(3,279,053,000)	(3,155,382,000)	(-59,670,000)	(+1,633,382,000)	(-123,671,000)
Saint Lawrence Seaway Development Corporation							
(Limitation on administrative expenses)	(2,016,000)	---	---	---	(-2,016,000)	---	---
Operations and maintenance (Harbor Maintenance Trust Fund)	10,806,000	11,500,000	11,360,000	10,806,000	---	-694,000	-554,000
Total, Saint Lawrence Seaway Development Corporation	10,806,000	11,500,000	11,360,000	10,806,000	---	-694,000	-554,000
Research and Special Programs Administration							
Research and special programs	12,832,000	15,559,000	14,650,000	15,200,000	+2,368,000	-359,000	+550,000
Pipeline safety (Pipeline Safety Fund)	8,550,000	9,723,000	9,180,000	9,400,000	+850,000	-323,000	+220,000
Total, Research and Special Programs Administration	21,382,000	25,282,000	23,830,000	24,600,000	+3,218,000	-682,000	+770,000

Office of the Inspector General							
Salaries and expenses	27,898,000	29,639,000	29,000,000	29,200,000	+1,302,000	-439,000	+200,000
Total, title I, Department of Transportation:							
New budget (obligational) authority	10,053,107,000	8,644,616,000	10,669,352,000	10,421,017,000	+367,910,000	+1,776,401,000	-248,335,000
Appropriations	(10,053,107,000)	(8,644,616,000)	(10,889,352,000)	(10,521,017,000)	(+467,910,000)	(+1,876,401,000)	(-368,335,000)
Appropriations for debt reduction	---	---	---	---	---	---	---
Rescission	---	---	---	---	---	---	---
(By transfer)	(32,897,000)	(10,000,000)	(-220,000,000)	(-100,000,000)	(-100,000,000)	(-100,000,000)	(+120,000,000)
(Limitations on general operating and administrative expenses)	(208,752,000)	(223,901,000)	(20,800,000)	(13,000,000)	(-19,897,000)	(+3,000,000)	(-7,800,000)
(Limitations on obligations)	(14,489,980,000)	(14,300,500,000)	(216,000,000)	(217,620,000)	(+8,868,000)	(-6,281,000)	(+1,620,000)
(Limitations on direct loans)	(45,457,000)	(47,850,000)	(15,379,500,000)	(14,310,905,000)	(-179,075,000)	(+10,405,000)	(-1,068,595,000)
(Limitation on working capital fund)	(127,801,000)	(135,000,000)	(46,000,000)	(47,850,000)	(+2,393,000)	---	(+1,850,000)
(Liquidation of contract authorization)	(15,780,400,000)	(14,900,500,000)	(130,350,000)	(132,500,000)	(+4,699,000)	(-2,500,000)	(+2,150,000)
(Borrowing authority)	(57,000,000)	(57,000,000)	(14,480,500,000)	(15,149,500,000)	(-630,900,000)	(+249,000,000)	(+669,000,000)
			(50,000,000)	(57,000,000)	---	---	(+7,000,000)
Total, title I, New budget (obligational) authority and (limitations on obligations)	(24,543,087,000)	(22,945,116,000)	(26,048,852,000)	(24,731,922,000)	(+188,835,000)	(+1,786,806,000)	(-1,316,930,000)
TITLE II - RELATED AGENCIES							
Architectural and Transportation Barriers Compliance Board							
Salaries and expenses	1,891,000	2,000,000	2,000,000	1,891,000	---	-109,000	-109,000
National Transportation Safety Board							
Salaries and expenses	24,000,000	24,617,000	25,360,000	25,360,000	+1,360,000	+743,000	---
Interstate Commerce Commission							
Salaries and expenses	44,294,000	44,216,000	43,115,000	43,115,000	-1,179,000	-1,101,000	---

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1988 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1989—Continued

[Amounts in dollars]

Item	1988 appropriation	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or -)		
					1988 appropriation	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Payments for directed rail service (limitation on obligations)	(475,000)	(475,000)	(475,000)	(475,000)	---	---	---
Total, Interstate Commerce Commission	(44,769,000)	(44,691,000)	(43,590,000)	(43,590,000)	(-1,179,000)	(-1,101,000)	---
Panama Canal Commission							
Operating expenses	407,088,000	---	---	---	-407,088,000	---	---
Capital outlay	33,715,000	---	---	---	-33,715,000	---	---
Panama Canal Revolving Fund:							
Administrative expenses	---	(50,287,000)	(50,287,000)	(50,287,000)	(+50,287,000)	---	---
(Limitation on operating and capital expenses)	---	---	(436,548,000)	---	---	---	(-436,548,000)
Total, Panama Canal Commission	440,803,000	---	---	---	-440,803,000	---	---
Department of the Treasury							
Rebate of St. Lawrence Seaway tolls (Harbor Maintenance Trust Fund)	9,880,000	10,800,000	10,700,000	10,700,000	+820,000	-100,000	---
Washington Metropolitan Area Transit Authority							
Interest payments	49,080,000	51,663,569	51,663,569	51,663,569	+2,583,569	---	---

Total, title II, related agencies:							
New budget (obligational) authority.....	569,948,000	133,296,569	132,838,569	132,729,569	-437,218,431	-567,000	-109,000
(Limitation on obligations).....	(475,000)	(475,000)	(475,000)	(475,000)	---	---	---
Total, title II, New budget (obligational) authority and (limitations on obligations)....	(570,423,000)	(133,771,569)	(133,313,569)	(133,204,569)	(-437,218,431)	(-567,000)	(-109,000)
TITLE III - GENERAL PROVISIONS							
International Zarasosa Bridge.....	---	---	3,000,000	---	---	---	-3,000,000
Rescission.....	---	---	-3,000,000	---	---	---	+3,000,000
Airport Emergency relief.....	---	---	---	100,000	+100,000	+100,000	+100,000
Freight Line Rehabilitation.....	---	---	---	8,000,000	+8,000,000	+8,000,000	+8,000,000
Total, title III, general provisions:							
New budget (obligational) authority.....	---	---	---	8,100,000	+8,100,000	+8,100,000	+8,100,000
Rescission.....	---	---	(-3,000,000)	---	---	---	(+3,000,000)
RECAPITULATION							
Grand total:							
New budget (obligational) authority.....	10,623,055,000	8,777,912,569	10,802,190,569	10,561,846,569	-61,208,431	+1,783,934,000	-240,344,000
Appropriations.....	(10,623,055,000)	(8,777,912,569)	(11,025,190,569)	(10,661,846,569)	(+38,791,569)	(+1,883,934,000)	(-363,344,000)
Appropriations for debt reduction.....	---	---	---	---	---	---	---
Rescission.....	---	---	(-223,000,000)	(-100,000,000)	(-100,000,000)	(-100,000,000)	(+123,000,000)
(By transfer).....	(32,897,000)	(10,000,000)	(20,800,000)	(13,000,000)	(-19,897,000)	(+3,000,000)	(-7,800,000)
(Limitations on general operating and administrative expenses).....	(208,752,000)	(223,901,000)	(652,548,000)	(217,620,000)	(+8,868,000)	(-6,281,000)	(-434,928,000)
(Limitations on obligations).....	(14,490,455,000)	(14,300,975,000)	(15,379,975,000)	(14,311,380,000)	(-179,075,000)	(+10,405,000)	(-1,068,595,000)
(Limitations on direct loans).....	(45,457,000)	(47,850,000)	(46,000,000)	(47,850,000)	(+2,393,000)	---	(+1,850,000)
(Limitation on working capital fund).....	(127,801,000)	(135,000,000)	(130,350,000)	(132,500,000)	(+4,699,000)	(-2,500,000)	(+2,150,000)
(Appropriations to liquidate contract authorizations).....	(15,780,400,000)	(14,900,500,000)	(14,480,500,000)	(15,149,500,000)	(-630,900,000)	(+249,000,000)	(+669,000,000)
(Panama Canal Revolving Fund).....	---	(50,287,000)	(50,287,000)	(50,287,000)	(+50,287,000)	---	---
Grand total, New budget (obligational) authority and (limitations on obligations)....	(25,113,510,000)	(23,078,887,569)	(26,182,165,569)	(24,873,226,569)	(-240,283,431)	(+1,794,339,000)	(-1,308,939,000)